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THE FENWAY/KENMORE NEIGHBORHOOD:A FRAMEWORK FOR DISCUSSIONReport No. 1

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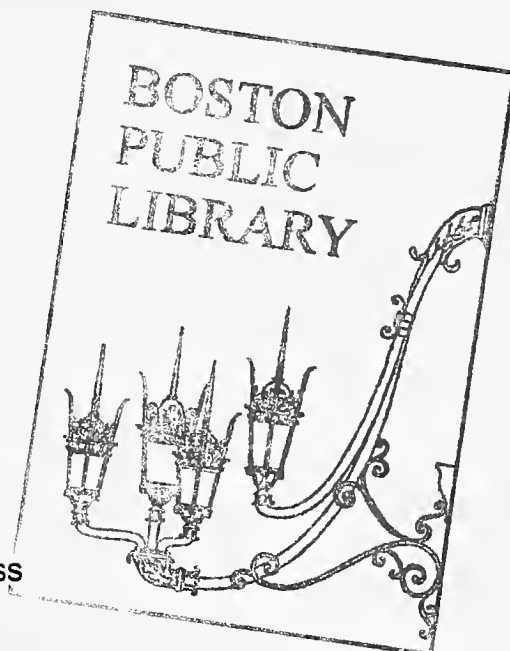
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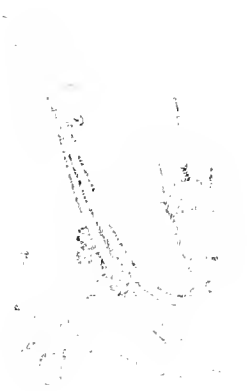
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I. EXECUTIVE SUMMARY

The Fenway/Kenmore study area (see Map 1) is centered at a crossroads between the Downtown and suburban residential neighborhoods, and has been shaped by periodic shifts in commercial, entertainment, and institutional uses serving the Boston region, as well as changes in adjacent residential neighborhoods. These shifts in land use are evident today in the properties currently under consideration for redevelopment in Fenway/Kenmore.

The push from the expansion of medical related institutional uses in the adjacent Longwood Medical Area and the pressure of office and commercial activities from the Back Bay provide the market with a mix of uses that will shape future commercial land use. The expansion of office and hotel activities in the study area must be evaluated in terms of their impact on the area's circulation and traffic, as well as on the surrounding office market in locations such as Parcels 18 and P-3 that have excellent transportation access (See Map 2). Land uses in the study area tend to be relatively uniform within the subareas. (See Map 3). Residential uses dominate the West Fens, East Fens, and Audubon Circle subareas, institutional uses are prevalent in the Boston University/Bay State Road subarea, commercial and entertainment uses are concentrated in the Kenmore Square and Lansdowne Street subareas, and light industrial uses are located in the Boylston Street/Brookline Avenue subareas. The predominant zoning categories are H-4, H-2, B-4, B-2, and M-2, which generally allow office, retail, light manufacturing, and residential uses. (See Map 4).

More than 9 major parcels are currently for sale or proposed for redevelopment in the heart of the study area, (Map 5) including the 9 acre Sears warehouse site. These parcels, totaling more than 17 acres, are located in Kenmore Square itself, and along Boylston Street, Brookline Avenue and

Lansdowne Street. Because of the shifts in land use and the number of properties slated for redevelopment, the Fenway/Kenmore district finds itself evolving in new directions. This evolution is particularly important now as planning proceeds for the redevelopment of these properties.

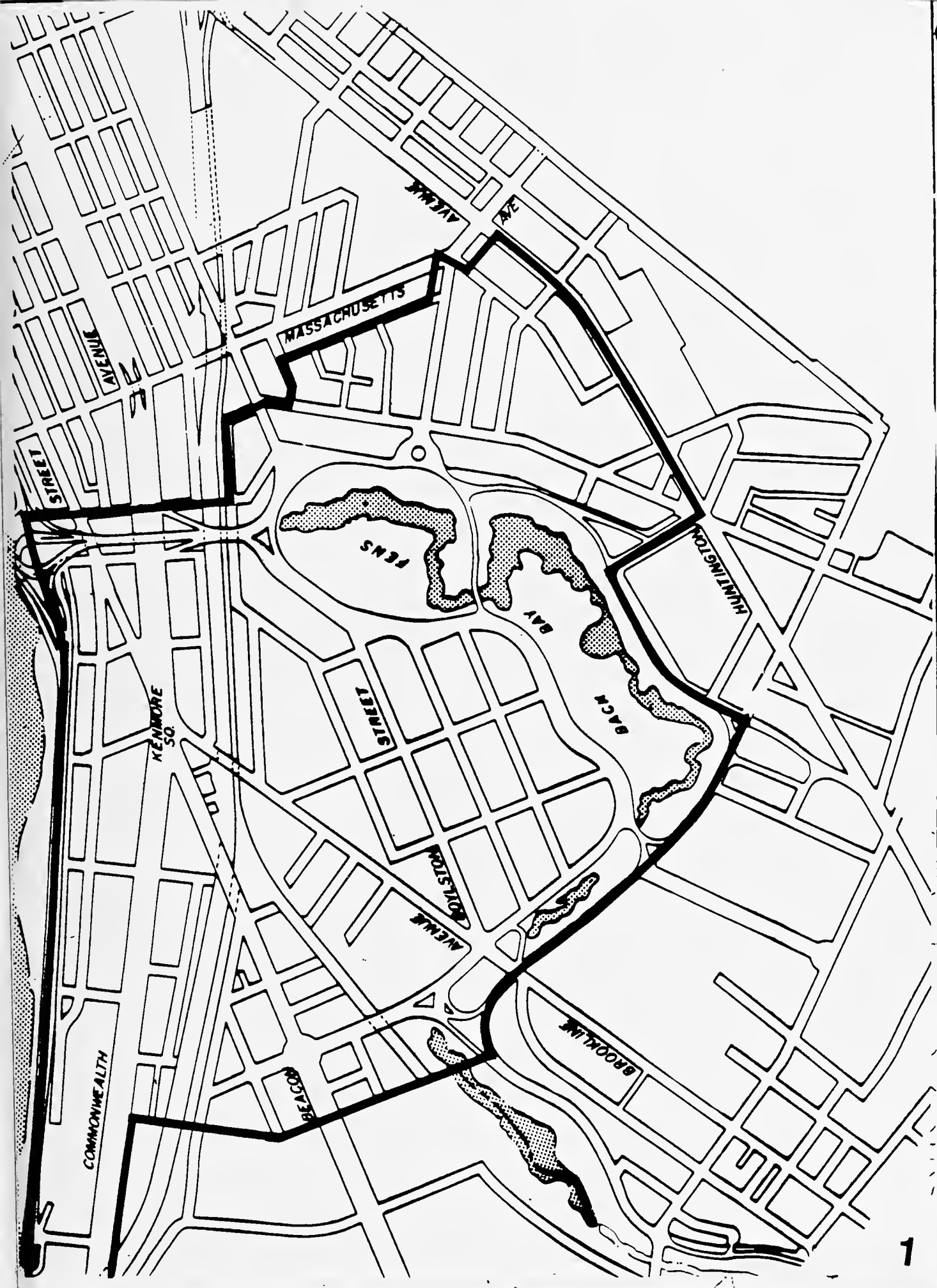
An opportunity exists through the redevelopment of these properties to address issues of concern to the community. Major planning issues in the district include the following:

- o Excessive demand on the area's parking capacity
- o Changing mix of industrial uses from warehousing and manufacturing to bio-medical research and development
- o An unhealthy mix of commercial uses
- o An excessive number of cases of uses incompatible with existing zoning and planning goals
- o Provision of affordable housing
- o Lack of and over-usage of existing open space
- o Excessive traffic congestion
- o Increasing number of liquor and food service licenses.

The IPOD process discussed in the following sections provides a vehicle to address to varying degrees the preceding issues of community concern through review of variance requests and through modifications in the district's zoning controls. To plan for the area's future development, in response to neighborhood priorities, a three-tiered approach (Map 6) has been suggested that includes:

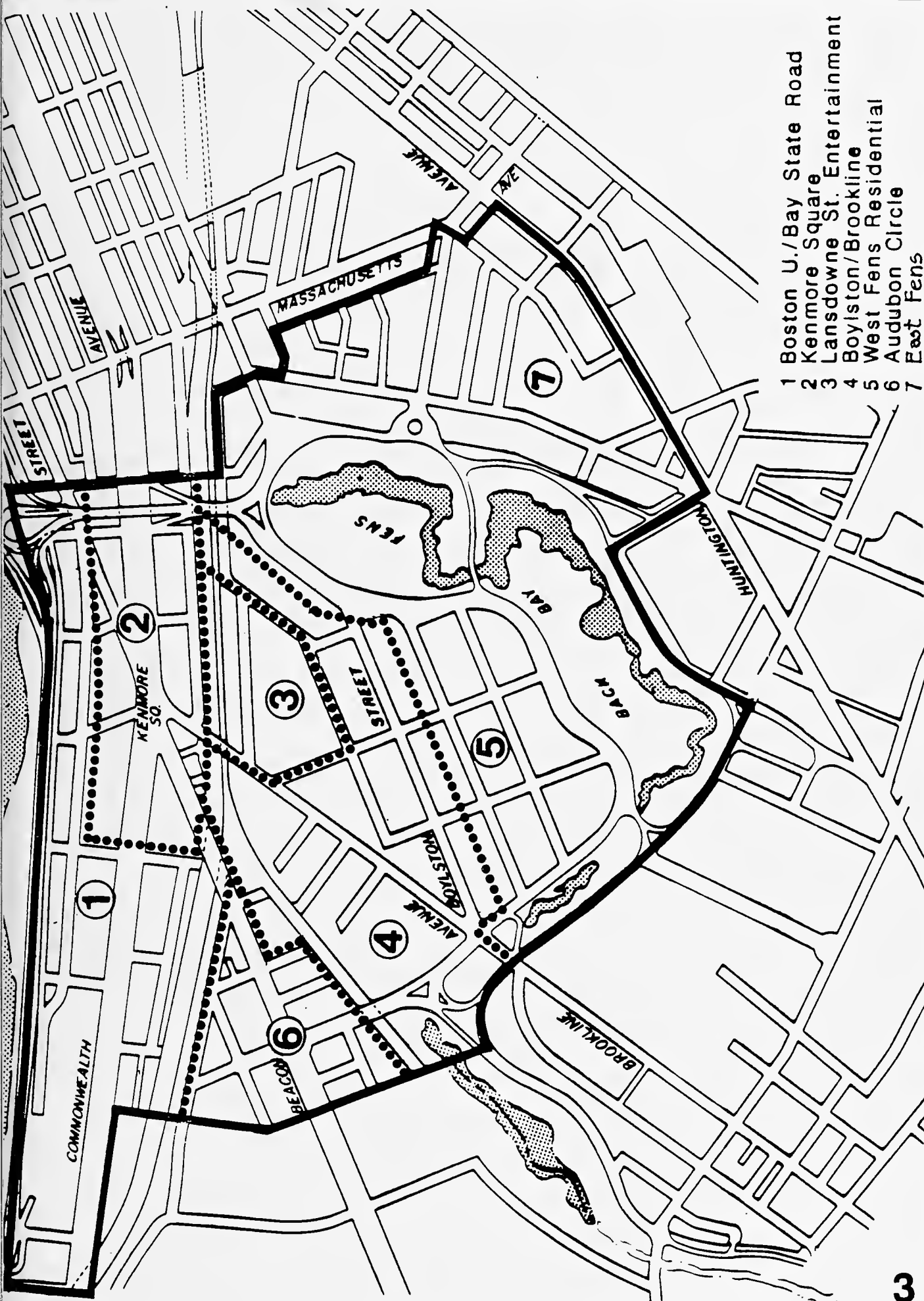
1. An Interim Planning Overlay District to control development in the subareas undergoing the greatest amount of change.
2. Permanent zoning for the residential areas including height limits and residential parking requirements
3. Area-wide planning for boulevards, open space needs, transportation improvements, and expansion of institutions

The following report has been prepared to aid the Fenway/Kenmore PZAC in planning the future direction of the Fenway/Kenmore study area. First, the history of the Fenway/Kenmore Fens and its role in the Boston region is described. Second, the major land uses and zoning categories in the study area are identified. Third, the major development opportunities in the study area are identified and briefly described. Fourth, a number of planning issues of concern to the community are discussed. Finally, the reader is introduced to the City's community planning process, one that has already been implemented successfully in other City neighborhoods.



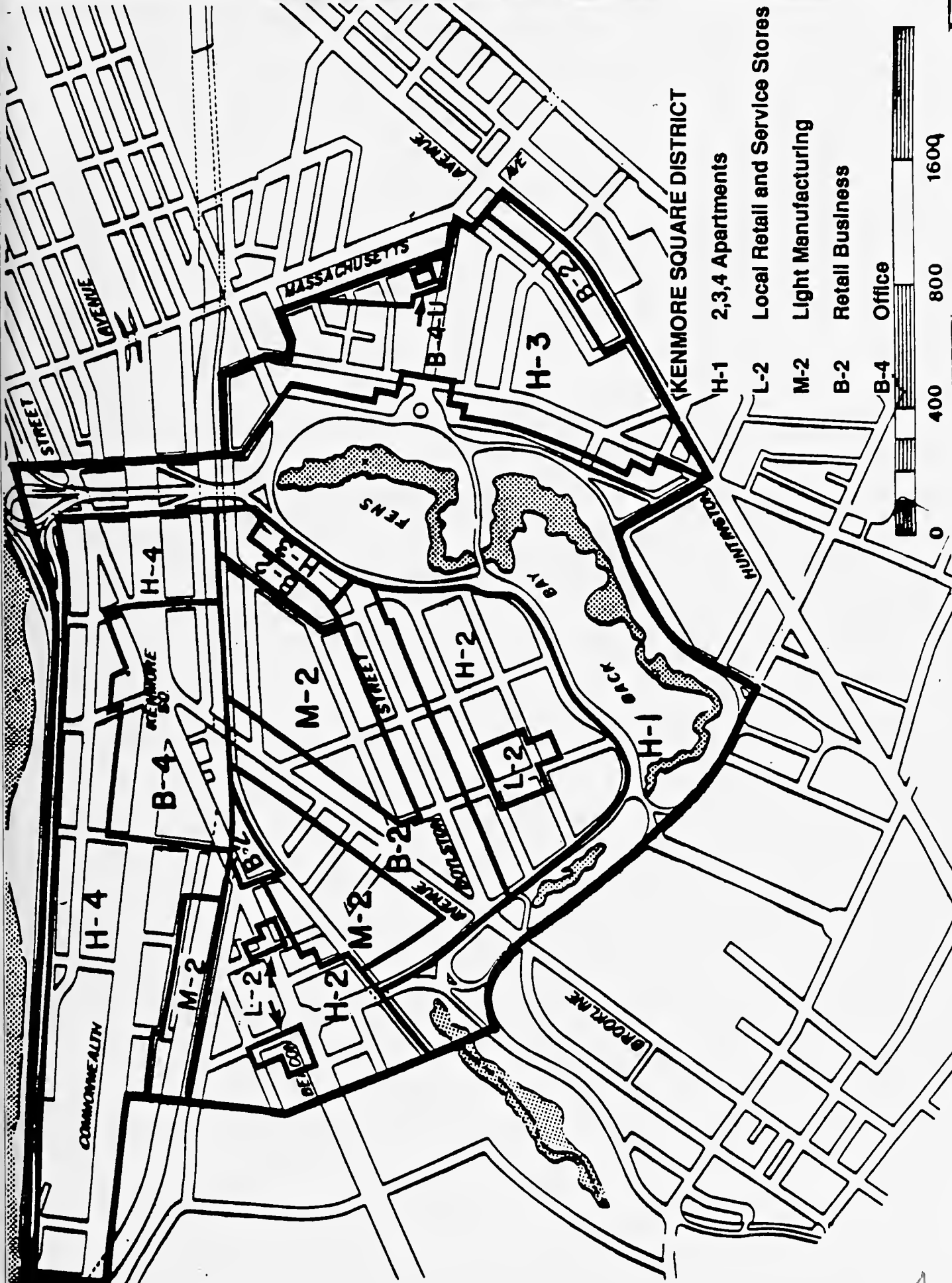
==== Potential Circumferential
* Parcels 18 & P3
Study Area

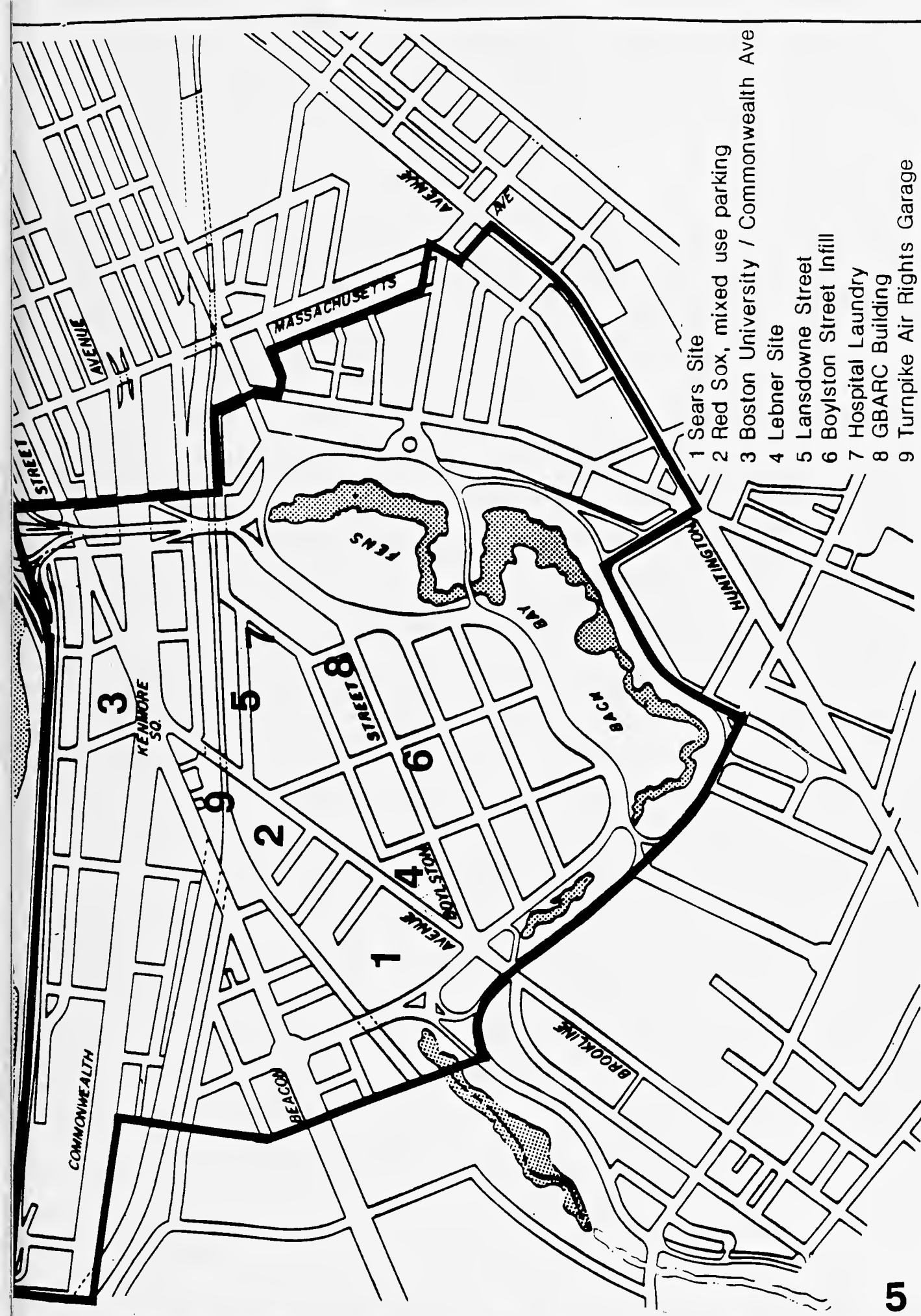




- 1 Boston U./Bay State Road
- 2 Kenmore Square
- 3 Lansdowne St. Entertainment
- 4 Boylston/Brookline
- 5 West Fens Residential
- 6 Audubon Circle
- 7 East Fens







- 1 Sears Site
- 2 Red Sox, mixed use parking
- 3 Boston University / Commonwealth Ave
- 4 Lebner Site
- 5 Lansdowne Street
- 6 Boylston Street Infill
- 7 Hospital Laundry
- 8 GBARC Building
- 9 Turnpike Air Rights Garage

II. FENWAY/KENMORE AS A PART OF BOSTON

History

Much of the study area (see Map 1) was created from filled land as a result of Frederick Law Olmsted's "Emerald Necklace" of parks. The Olmsted Park Plan included filling most of the marshy areas in the Fens and establishing the park which forms a part of the southern boundary of the study area. In the century following Olmsted's improvements, the area has experienced both growth and decline.

Kenmore Square developed prior to the redesign of the Fens as an annex of the downtown characterized by fine hotels, shops, and professional offices. Wealthy families moved into the townhouses on Bay State Road bordering the Charles River around the turn of the century. The Audubon Circle and West Fens areas were built up with large apartment buildings by speculative developers in ensuing decades. Just south of the square, a light industrial and wholesale district flourished along with the development of Fenway Park. During this time the East Fens experienced a high degree of institutional, as well as residential development that included facilities for the Mass. Historical Society, the Boston Symphony, and the Mass. Horticultural Society. Like many other parts of Boston, Fenway/Kenmore experienced a decline after World War II. However, by the 1980's Fenway/Kenmore was part of Boston's economic resurgence.

Today, the study area is affected by the expanding cultural and educational institutions to the south, the medical complex to the southwest, and the Prudential-Back Bay office market to the east. Fenway/Kenmore is also a part of a "sub-center" development pattern which is emerging with the development of property at the Ruggles Street Orange Line station (Parcels 18 and P3, see Map 1). Inside the Fenway/Kenmore study area there are also powerful

influences: the Kenmore Square transportation hub, expanding educational institutions, the Red Sox, and several active neighborhood association.

External Forces

One of the major forces affecting Fenway/Kenmore is the expanding health services industry. Medical uses are Boston's third largest realty investment sector. Nationwide, Boston is a center for health related activities, such as medical research and specialty hospital care.

The booming health services industry in Boston has contributed to the strength and expansion of the Longwood Medical Area (LMA), which is located south of the study area. In Boston, the health sector employs 68,000 people, 11% of total employment. About 23,000 of those jobs are located in the Longwood Medical Area, nearly 40% of which are held by Boston residents. Between 1975 and 1989, development in Longwood will total \$342.6 million. The Medical Area Total Energy Plant (MATEP), completed in 1981 represented an additional \$336 million investment in the area. Over 2.7 million square feet of new space will be provided throughout this development.

Within the health field, medical research is the most rapidly expanding activity of Boston hospitals. Research occupies 1.5 million square feet, with another 1.2 million square feet under construction, or proposed (over half of which involves Longwood Medical Area institutions). Boston receives the highest per capita grants from the National Institute of Health (NIH), and is second only to New York City in total NIH grant dollars received. In 1985, Massachusetts received \$382.5 million in NIH grants, \$268.5 million of which went to Boston.

Despite difficulties with transportation and parking, the Longwood Area has much to offer as a location for health related businesses. Already, there are

tremendous health resources within a 6 block area. As the Longwood Medical Area builds on its success, more space is needed to accommodate its expanding facilities and provide the necessary parking and/or transportation access. The impact of this expansion must be evaluated in terms of its effect on the surrounding neighborhoods and the rest of the city.

A second external force affecting the study area is the Prudential-Back Bay and Downtown office market. Despite the many new buildings under construction in the financial district, Boston's downtown office vacancy rate was the lowest of the 32 major U.S. cities surveyed in the Fall/Winter of 1987. At 7.3% Boston's vacancy rate was lower than Los Angeles (8%) and Manhattan (9.3%). The low vacancy rate has helped to drive up rents. According to the same survey, Boston's annual rental rate was \$33 per square foot, second only to Manhattan's \$40 per square foot. Rents show little sign of dropping, as Boston maintains a high rate of absorption of new office space.

According to a local realtor, the single most compelling reason for office relocation away from downtown is the discrepancy in cost between first class space downtown and competitive space further from the central city. Even as close to the central business district as Back Bay, rents drop sharply. Annual rents in Back Bay average about \$28.00 per square foot. In Kenmore Square, rates drop more sharply, to \$16-18 per square foot.

With rents increasing close to downtown, Fenway/Kenmore is becoming a desirable alternative for companies seeking to relocate "back office" activities or even to move their entire operations. Fenway/Kenmore offers the convenience of being close to the central city at a relatively low cost.

Fenway/Kenmore is also affected by the cultural, educational, and religious institutions in adjacent neighborhoods. The Museum of Fine Arts, The Isabella

Stewart Gardner Museum, Northeastern University and Symphony Hall are all located in the Fenway, as is the international headquarters of the Christian Science Church. These institutions attract visitors from the Greater Boston region as well as tourists.

Internal Forces

While the Fenway/Kenmore is pushed by external influences, it also is subject to powerful internal forces. In addition to development occurring in the surrounding community, Fenway/Kenmore will experience a significant amount of development as well. Total investment in the Fenway/Kenmore Planning District, including the Longwood Medical Area, will be \$1.2 billion between 1975-1988. This figure includes the Longwood development already discussed, plus \$121 million in industrial development. Residential development between 1975-1989 will total \$179 million, including creating or renovating 2,678 dwelling units, one fifth of which will be condos. Educational institutions will invest an additional \$83.7 million, creating 754,000 square feet of industrial space.

One of the most visible influences in Fenway/Kenmore, educational institutions, is present both inside and outside the study area. Although Northeastern University, Simmons College, and the Berklee School of Music are located near Fenway/Kenmore, Boston University (BU) has the strongest influence within the study area. Located near Kenmore Square, BU alone employs over 12,700 people. With its \$150 million yearly payroll, BU is the city's second largest employer. Not only is BU the major employer in the study area, it is a major landowner as well. BU's influence is particularly strong in and around Kenmore Square where it owns many important redevelopment parcels.

Northeastern University (NU) is not far behind BU in terms of its influence on the surrounding community. Located across Huntington Avenue from the East Fens neighborhood, NU is responsible for the large student population in the East Fens that has largely determined the mix of commercial uses along Huntington and Massachusetts Avenues in the study area.

Other businesses in Fenway/Kenmore are an important source of jobs. Light manufacturing concerns, like Nimrod Press, are one such source. Nimrod Press, second only in size to the Boston Globe printing operation, runs three shifts and employs about 200 people. Another major influence in the study area is Fenway Park. Although it is used only during the baseball season, Fenway Park is a major employer in the community and generates \$48.6 million in direct and indirect revenues annually. It hosts major league baseball games, usually 81 times a year, drawing an average of 25,000 patrons per game.

The study area's primary transportation hub is Kenmore Square. Three branches of the MBTA's Green Line, servicing Boston College (B), Cleveland Circle (C), and Riverside (D) pass through the Kenmore Square Station. The D line serves the Longwood Medical Area. In addition, Kenmore Square is a key stop on several bus routes whose destination includes Watertown, Brighton Center, and Chestnut Hill in Newton. Fenway Park has recently developed Yawkey Station on the Framingham and Attleboro Commuter Rail lines to be used for Red Sox games. In addition to public transportation, three major arterials pass through Kenmore Square carrying commuter traffic: Commonwealth Avenue, Brookline Avenue, and Beacon Street. In addition, Storrow Drive has an exit/entrance at Kenmore Square. Additional major arterials servicing the study area include Storrow Drive, Boylston Street, Mass. Avenue, and Huntington Avenue.

Both public transportation and most of the road system through the study area are radial, feeding people into downtown and back out again. As development expands along a "crosstown corridor" marked by the Longwood Medical Area, Back Bay-Prudential, and Parcel 18, a circumferential transportation route will become increasingly important. (see Map 2). Already, representatives of the Longwood Medical Area have called for a crosstown or circumferential mass transit facility to improve access. Currently, the Massachusetts Bay Transit Authority (MBTA) is considering a circumferential mass transit line with several proposed routes including one linking East Cambridge, Cambridgeport, Longwood, and South Station. A transit route of this type would be developed in stages and probably not be fully completed for another 20 years.

Demographics

The high concentration of schools in and around Fenway/Kenmore is reflected in the area's demographics; the area's population is younger, lives in larger households, is more transient, and earns less income than the Boston average. The most recent population data, from 1985, is aggregated by Planning District. The Fenway/Kenmore Planning District, which includes the East Fens and the Longwood Medical Area, had a median age of 24.7 years in 1985, as compared to 28.8 for Boston and over 43% of Planning District's population was between the ages of 15 and 24 (see Chart 1*). The student character of the Fenway/Kenmore Planning District is reflected in household composition information from 1985. Single person households and unrelated individuals living as roommates made up three-quarters of total households. The Planning District also has the highest residential turnover rate of any neighborhood in Boston, reflecting its student population.

Fenway/Kenmore is a racially and ethnically mixed neighborhood. White, non-Hispanics make up 52% of the population, Asians represent 25%, Blacks 15%, and Hispanics the remaining 8%.

In 1985, the Planning District had almost 13,000 housing units, a 4% increase over 1980. However, more than one third of the neighborhood's residents live in other group quarters (primarily dormitories). The conversion rate of rental apartments to condominiums has been accelerating in the Planning District. By the end of 1985, the BRA estimated that one out of every five housing units was a condominium.

The 1984 median income of the Planning District, \$16,300, was substantially below the Boston median income of \$19,250, as a result of the area's high proportion of students. The percentage of neighborhood residents living in poverty was similar to that of the city.

III. LAND USE AND ZONING

This section describes land use and demographic patterns within the Fenway/Kenmore study area. The major land use types are identified, including definitions of land use types and aggregate totals of land uses. The six subareas within the study area will also be described. The subareas are: Brookline Avenue/Boylston Street, Lansdowne Street, Audubon Circle, West Fens Residential, Kenmore Square, East Fens Residential, and the BU/Bay State Road area (see Map 3).

Summary

The study area is characterized by several distinctive land use types. In the West Fens, East Fens, and Audubon Circle subareas, 4 to 6 story brick apartment buildings are the dominant land use. Light manufacturing uses are located along Brookline Avenue. Many auto-related retail uses have located along Boylston Street, while Kenmore Square contains pedestrian-oriented retail uses. West of Kenmore Square, virtually all of the land is owned and used by Boston University. Of the roughly 550 acres in the study area, 22.5% (45 acres) are devoted to commercial uses, while 65% (322.5 acres) of the uses are institutional, or tax exempt.

DESCRIPTION OF LAND USES

Commercial

Over 22% of the land in the study area is used for a wide variety of commercial purposes. Most of the commercial uses are located north of Peterborough Street and east of Brookline Avenue, in Kenmore Square, and along Mass. and Huntington Avenues in the East Fens (see Map 7). Local "convenience"

businesses like food, dry cleaning, and shoe repair in Kenmore Square and along Mass. Avenue cater to residents within walking distance. Restaurants, nightclubs and other entertainment uses serve young urban professionals and students who live in Boston and its surrounding communities. The study area's many auto-related businesses tend to attract customers from beyond the neighborhood. Another major commercial use in the area is Fenway Park, which draws patrons from all over the New England region.

Institutional

In addition to Northeastern University, BU, and the study area's other educational institutions, health-related uses (if owned by a non-profit corporation or organization) and churches comprise almost all of the institutional land uses in Fenway/Kenmore. Health-related uses in the Fenway/Kenmore study area include the Harvard Community Health Plan, the Red Cross Blood Bank, and the Children's Hospital office building on Brookline Avenue.

Residential

Of the 10,358 housing units in the study area in 1980, 7,841 (76%) were located in the East Fens and West Fens, giving the subareas an approximate population density of 39 people per acre, one of the highest in the city. Most of the housing in the Fenway/Kenmore area is in multi-storied masonry apartment buildings that were constructed during the first part of the 1900's. Typical West and East Fens apartment buildings are 4-6 stories high, contain 15 to 20 units, and have landscaped set-backs. The housing stock in Audubon Circle is similar to that of the West Fens in terms of density and style, although it is more strongly affected by traffic, particularly along Beacon Street.

Light Industrial

In the early part of the twentieth century, light manufacturing dominated much of Fenway/Kenmore. However, during the past few decades, the area's light manufacturing industry has declined significantly. The Sears and Roebuck operation which contained 1.3 million sq. ft. of warehouse space has relocated. Only a few printing firms, such as Nimrod Press, are all that remain. Currently, some new high technology businesses are emerging in the area, primarily in the medical research and instruments field.

Parking*

Parking is a significant land use. The study area's 27 acres of parking and garages provides 7,207 parking spaces, primarily for Longwood Medical Area institutions, the Red Sox, and local businesses. In addition to independent parking lots, some of the businesses and residences in the study area provide their own on-site parking. Many apartment buildings in the West Fens have limited off-street parking in the rear.

Parking in Fenway/Kenmore is divided into 4 categories: Private, Public, Institutional, and Residential. Private parking is parking provided by commercial businesses for their customers and employees. Public parking is available to the general public for an hourly or monthly fee. Institutional parking is provided by institutions for their clients and employees. Residential parking is provided in connection with apartments, usually behind apartment buildings.

* Does not include parking owned by Boston University or Northeastern University.

Private parking provided by businesses accounts for 2,290 parking spaces, covering 9.8 acres. Of these lots, the area surrounding the Sears building is the largest, with 520 spaces for its employees and customers. Sears' satellite parking lots (currently leased to MASCO) on Van Ness Street and Peterborough Street contain an additional 385 spaces. (Map 9)

Public parking facilities account for 2,608 spaces covering 17.5 acres of the study area. The hourly fee for such parking averages \$2 to \$4. Daily rates average about \$10. The largest of the public facilities is located on Newbury Street (291 spaces), and provides parking for Kenmore Square businesses. Public parking lots are heavily used from April to October for parking during Red Sox games. A flat fee of \$8-\$10 is charged for parking during baseball games (see Map 8).

Institutional parking covers only 2.1 acres of the study area, but provides 1,436 parking spaces. Institutional lots include those owned by Children's Hospital, Harvard Community Health Plan (HCHP), and those leased by Medical Area Service Company (MASCO) as satellite parking for the Longwood Medical Area. Children's Hospital and HCHP own lots totalling 640 spaces. MASCO leases 6 lots in the area totaling 696 spaces (see Map 9).

Residential parking provides 1,173 spaces covering 2.5 acres. This parking is usually an accessory use behind apartment buildings. A fee of approximately \$50 per month in addition to monthly apartment rent is usually charged for residential parking spaces (see Map 10).

Total Parking Spaces
(Chart 2)

Private	2,290
Public	2,608
Institutional	1,436
Residential	<u>1,173</u>
	7,507

Open Space

Open space is an important consideration in Fenway/Kenmore because of its high population density. Most of the study area is well served by existing open space, particularly the network of parks in the Fens and the open spaces at the Christian Science Center (see Map 11.) However, the Audubon Circle subarea of the study area is in need of additional open space.

Colleges and universities own most of the area's open space, and it is available only to residents who attend these institutions. Area residents who do not have access to university recreational facilities must rely on Lee Playground which has two basketball courts, a running track, a soccer/football field, and a softball field. Therefore the available open space is actually overused. With the exception of some school playgrounds, Lee is the only resource for active sports in the study area. This facility, therefore, is heavily impacted by its utilization, from the students of the adjacent institutions which lack adequate recreation resources of their own.

EXISTING ZONING

In Fenway/Kenmore, as in all of Boston, the purpose of zoning is to promote the health, safety, and welfare of city residents; encourage the most appropriate land use; lessen street congestion; prevent overcrowding; provide adequate light, air and open space; and preserve and increase the resources and amenities of the city.

The types of zones in Fenway/Kenmore are:

- L - Local Service and Retail Service Stores serving the local community
- B - General Business, serving the Boston Area
- M - Light Manufacturing

H - Apartments

Each of these zones allows different uses and has different requirements for building lot size, the placement of buildings on lots, and building height. For instance, "M" districts allow manufacturing, warehousing, and outdoor storage of materials but not hotels or motels. The "B" districts allow hotels and motels as a conditional use, but not warehousing or manufacturing. In "B" districts, clubs, theaters and places of entertainment are allowed, but they are forbidden in "L" districts.

Each of these zoning districts also has a Floor area Ratio (FAR), as in L-2. The FARs range from a low of "2", in the Queensberry Street area meaning a building can contain gross square footage of up to twice the lot area, to a high of "4" in Kenmore Square. FARs of "4" are permissible only in the "B" zone at Kenmore Square, and the "H" zone along Commonwealth Avenue (see Map 3). None of the zoning districts in the study area have minimum lot areas or maximum heights.

The "M" zones in the neighborhood are located in the Fenway Park area, along the Albany Railroad line, and in a tiny strip along the Massachusetts Turnpike. Kenmore Square and most of the Brookline-Boylston subarea is in a general business zone. The rest of the neighborhood is zoned for apartments, with a few small local business zones, designed for businesses serving the immediate neighborhood (see Map 4).

SUBAREA'S LAND USES AND ZONING (see Map 3 for boundaries of the subareas)

Lansdowne Street

The Lansdowne Street subarea is bordered by Brookline Avenue, Lansdowne Street (including air-rights over the Turnpike), Ipswich Street, and Van Ness

Street. The subarea includes Fenway Park and the commercial buildings along Lansdowne Street, three of which have been converted into nightclubs. The subarea is currently zoned M-2, for commercial and manufacturing uses. One long-standing idea for this area is to build a parking garage on the Turnpike air-rights north of Lansdowne Street. The difficulty of providing direct access to the turnpike and the cost of air-rights have constrained the feasibility of this idea in the past.

Kenmore Square

The Kenmore Square subarea includes the intersection of Commonwealth Avenue, Beacon Street, and Brookline Avenue extending along Commonwealth Avenue from Charlesgate West to Blandford Street.

The predominant commercial uses in Kenmore Square are businesses that provide "convenience" goods. Convenience goods include packaged food, dry cleaning, restaurants, clothes and records. Food and entertainment make up 37.8% of total commercial uses, including 9 establishments with liquor licenses.

Many of the buildings contain more than one type of land use. In these buildings, the first and second floors usually contain retail, food, or office uses, while the upper floors are primarily residential with a few commercial uses. Because of the proximity of Boston University, there is a strong student "flavor" to the food, retail, and entertainment establishments. The redevelopment of the former Vara properties at 533-541 Commonwealth Avenue, now owned by Boston University, are the focus of a major city and community planning effort. These properties currently house three nightclubs, eleven residences and several retail tenants. The area is currently zoned B-4.

A major feature of this subarea is its role as a transportation hub. As mentioned previously, three arterial streets, Commonwealth Avenue, Beacon Street and Brookline Avenue, converge in Kenmore Square. The Square's "T" station serves three Green Line routes as well as several bus routes. A summary of land uses in Kenmore Square follows.

Kenmore Square Land Use

<u>Use</u>	<u>Land Area</u>	<u>Percentage</u>
Commercial	2.86 acres	15.00
Residential	1.22	6.40
Institutional	11.19	58.80
Manufacturing	.00	.00
Mixed Use	1.96	10.30
Open Space	.00	.00
Parking	1.37	7.20
Vacant	.37	1.90
Construction	.07	.39
TOTAL	19.04 acres	100%

West Fens Residential

The West Fens subarea is bounded by the Fens to the south and Peterborough Street to the north. The six-block southeastern portion of the subarea is heavily residential with mostly four to six story brick apartment buildings and a few small one-story commercial and institutional buildings.

Residential uses make up 64% of this 26.47 acre sub area. Only a small percentage of the area is commercial, 7.1%, and institutional, 10.30%. These commercial and institutional uses primarily consist of retail shops and churches that serve sub-area residents. The West Fens is zoned H-2 with one small L-2 zone around an intersection.

The Fens parks, part of Boston's "Emerald Necklace", are a major influence upon the southern portion of West Fens. These parks and open spaces reduce the

impact of the dense residential development adjacent to the park and provide a significant amenity for the area's residents.

West Fens Land Use

<u>Use</u>	<u>Land Area</u>	<u>Percentage</u>
Commercial	1.88 acres	7.10
Residential	17.02	64.20
Institutional	2.73	10.30
Manufacturing	.00	.00
Mixed Use	.15	.57
Open Space	.57	2.20
Parking	3.75	14.20
Vacant	.00	.00
Construction	.37	1.40
TOTAL	26.47 acres	100%

Audubon Circle

Audubon Circle is a dense residential neighborhood with similar architecture but more traffic and ground floor office and retail uses than the West Fens, particularly along Beacon Street. The subarea's residents do not enjoy the proximity to open space as do the residents of the West Fens. The scarcity of open space in the Audubon Circle area is a major concern of the local community. Audubon Circle is sandwiched between Brookline Avenue to the west, the railroad tracks and commercial uses of Boylston Street/Brookline Avenue to the south and east, and Boston University to the north. Audubon Circle is zoned H-2, with two small L-2 districts.

Audubon Circle Land Use

<u>Use</u>	<u>Land Area</u>	<u>Percentage</u>
Commercial	2.72 acres	11.80
Residential	7.93	34.60
Institutional	10.54	46.00
Manufacturing	.26	1.10
Mixed Use	.98	4.20
Open Space	.00	.00
Parking	.24	1.00
Vacant	.00	.00
Construction	.25	1.00
TOTAL	22.92 acres	100%

Boylston Street/Brookline Avenue

The Boylston Street/Brookline Avenue area is predominantly a commercial district whose boundaries are Park Drive to the west, the Mass Pike to the north, and Boylston Street to both the east and south. The Boylston Street/Brookline Avenue area encompasses 69 acres and is located in the center of the study area. Commercial uses make up 50.6% of the total area, include Fenway Park, Star Supermarket, and auto-related businesses such as tire sales.

The second major use in the area is that of parking, which accounts for 26.6% of the area's land. During the day, MASCO leases most of the subareas parking for its member institutions. In the evening, when the Red Sox are in town, the parking is used by patrons of Fenway park. Parking is a major concern to the community, since land devoted to this use remains underutilized and undeveloped. Institutional uses, which in this case reflect medically-related uses, make up 16.4% of the total land area.

Warehousing accounts for 40.6% of the area in the district, almost three-fourths of which is within the Sears site. Medical offices make up 16.8% of the total building area and half of which is occupied by Harvard Community Health Plan (HCHP).

The major owners in the subarea include the Boston Red Sox, Sears, and HCHP. Brookline Avenue is becoming a largely medical-related district. This trend stems from the HCHP building, medical supply companies and other medical offices that represent an overflow from the nearby Longwood Avenue Medical Area. The redevelopment of the 1.3 million square foot Sears Building may contribute to this trend.

Currently, Boylston Street/Brookline Avenue has a mix of zoning. The two boulevards, Boylston Street and Brookline Avenue, are zoned B-2. There is a small H-3 zone on the eastern edge of the subarea, and M-2 and B-2 zones lie adjacent to the railroad right-of-way to the east.

Brookline Avenue/Boylston Street Land Use

<u>Use</u>	<u>Land Area</u>	<u>Percentage</u>
Commercial	35.00 acres	50.60
Residential	1.45	2.80
Institutional	11.37	16.40
Manufacturing	1.09	1.60
Mixed Use	.34	.50
Open Space	.00	.00
Parking	18.40	26.60
Vacant	.26	.38
Construction	.80	1.10
TOTAL	68.71 acres	100%

Boston University/Bay State Road

The subarea is dominated by uses related to Boston University. There is a residential neighborhood along Bay State Road which is heavily dominated by student dormitories and fraternities. Many of these residential buildings are also owned by B.U. The entire subarea is zoned H-4, with a small M-2 strip along the Turnpike at the western edge of the subarea.

A portion of this subarea has been designated an Architectural Conservation District by the Boston Landmarks Commission. The Architectural Conservation

District includes both sides of Bay State Road from Granby Street to Charlesgate, as well as the rectangle bordered by Charlesgate, Newbury, Kenmore Street, through Kenmore Square to Raleigh Street and Bay State Road (see map).

The Architectural Conservation District designation gives the Boston Landmarks Commission the authority to review, approve, and disapprove changes to the physical environment. No building permit or sign permit will be issued for changes to properties in the District unless a Certificate of Design Approval or a Certificate of Exemption has been obtained. A subcommission, responsible for this process in the Bay State Road District, has been appointed.

Boston University/Bay State Road Land Use

<u>Use</u>	<u>Land Area</u>	<u>Percentage</u>
Commercial	.53 acres	.14
Residential	3.25	8.80
Institutional	32.74	89.00
Manufacturing	.00	.00
Mixed Use	.27	.73
Open Space	.00	.00
Parking (included in institutional)		.00
Vacant	.00	.00
Construction	.00	.00
TOTAL	36.79 acres	100%

East Fens

Residential and institutional uses prevail in this subarea. The East Fens is similar to the Bay State Road Subarea in that much of its residential spaces is occupied by students of an adjacent university, in this case, Northeastern. Most of the subarea is zoned for apartments, H-3, with a B-2 zone along Mass. Avenue and Huntington Avenue for retail and office uses. Public transportation serves the East Fens well. The MBTA Green Line Arborway (E) Branch runs along Huntington Avenue, the other 3 branches of the Green Line (B, C, D) run through

the Auditorium Station at the intersection of Mass. Avenue and Newbury Street, and the Orange Line has stations at Ruggles Street and Mass. Avenue.

As a result of its proximity to Northeastern University, the East Fens suffers from several of the same problems as the residential areas near Boston University, such as excessive use of the subarea's open space, overcrowding of some residential properties by students, and a strained relationship between Northeastern and the non-student residential community. Northeastern's physical expansion and the behavior of its students in public areas has been a cause of concern for the East Fens community for many years.

Some additional problems facing the East Fens community, as well as most other neighborhoods in the city, including parking shortages, poor traffic circulation, and rising housing costs.

East Fens Land Use

<u>Use</u>	<u>Land Area</u>	<u>Percentage</u>
Commercial	4.7 acres	10.0
Residential	20.6	43.6
Institutional	10.3	21.8
Manufacturing	0.0	0.0
Mixed Use	4.6	9.7
Open Space	4.0	8.5
Parking	3.0	6.3
Vacant	0.0	0.0
Construction	0.0	0.0
TOTAL	47.2 acres	100%

IV. DEVELOPMENT OPPORTUNITIES

1. Sears Site

Size: 9.08 acres (1.3 million square foot building)
Location: 309 Park Drive, bounded by Brookline Avenue, Boston Albany Railroad, and Fullerton Street (see Map 12)

Zoning: B-2, M-2

Although originally built as a retail store, this 1.3 million square foot building on 9.08 acres currently houses company offices, retail space, and a distribution center for local stores and the catalog service. In addition to the Sears building, the property also contains 3 parcels, two parking lots located on Van Ness Street and Peterborough Street and a third lot which will be returned to the Olmsted Park system located at Park Drive. Sears has recently entered into a purchase agreement with a development team, Olmsted Plaza Associates, which is now formulating plans for the property. Because of its size and location, the reuse of the Sears site is a critical concern for the Kenmore Square community. The site is by far the largest development site in the community. The Sears site is bordered on two sides by busy arterial streets, Park Drive and Brookline Avenue. It is a transitional site between residential uses to the northwest, institutional (medical) uses to the northeast and commercial uses to the southwest (see Map 4). The portion of the site bordering Brookline Avenue and Park Drive is currently zoned B-2 for general commercial and office uses. The rest of the site is zoned for light manufacturing, M-2.

In addition to the Sears Building, the property also contains 3 parcels; two parking lots located on Jersey Street at Van Ness and Peterborough Streets and a third lot located on Park Drive which will be returned to City Park Department ownership as part of the Olmsted Park System.

2. Red Sox Parking Lot

Size: 71,347 square feet
Location: 73 Brookline Avenue (see Map 13)
Zoning: B-2, M-2

On evenings and weekends in the summer, this site is used for parking during Red Sox baseball games. On weekdays, MASCO leases 157 parking spaces on the site to provide parking for its satellite parking service.

3. Boston University Properties in Kenmore Square

Size: 533-541 Commonwealth Ave., 18,134 s.f.
508-510 Commonwealth Ave., 6,247 s.f.
Location: Kenmore Square, the north 533-541 and south 508-510 sides of Commonwealth Ave. (Map 14)
Zoning: B-4

These properties were purchased by Boston University in September, 1987 in accordance with its University Master Plan (approved by the BRA March, 1987).

Under the terms of the Master Plan, reuse of these two properties must be on the following conditions:

- o The use of the properties will be limited to full tax paying commercial, office, retail, accessory parking, and residential uses. The reuse should enhance the commercial vitality of the Square.
- o No academic or undergraduate housing will be proposed. If a housing component is proposed, all such residential units will be available through the open market.
- o No conference or convention center will be located on the site(s).

These properties are currently occupied. Three nightclubs, Narcissus, Lipstick, and Celebration are at 533 Commonwealth, and commercial retail tenants occupy 535 Commonwealth, and there are eleven residential units at 541 Commonwealth. On the south side of the street, 508-510 Commonwealth are occupied by retail commercial tenants. Current tenants will remain under their existing leases. The University has agreed to remove the nightclubs by

September, 1989, and has established a planning process for creating a redevelopment plan for the 533-541 Commonwealth property.

4. Lebner Site

Size: 25,191 square feet
Location: Triangular site bordered by intersection of Boylston Street, Brookline Avenue, and Park Drive (Map 15)
Zoning: M-2

Mr. Lebner has proposed a variety of redevelopment options on this and adjacent property. Any property would be constrained by the parcels proximity to the "Emerald Necklace" park system and the high visibility of the intersection.

5. Lansdowne Street

Size: Approximately 200,000 square feet
Location: North side of Lansdowne Street between Brookline and Ipswich, including Turnpike air-rights. (Map 16)
Zoning: M-2
Issues: Desirability of increased entertainment uses on this street; feasibility of building over the Turnpike.

In the past few years, the mix of commercial uses along this street has changed. Three of the commercial buildings on the street have already been converted into nightclubs and there is some potential for even more of the commercial buildings to be redeveloped as entertainment or other non-manufacturing uses. Important issues on Lansdowne Street are the mix of uses on the street and the feasibility of constructing a parking facility over the Turnpike and adjacent to Lansdowne Street.

6. Boylston Street Infill

Size: N/A
Location: North and south sides of Boylston between Kilbuck and Ipswich (Map 17)
Zoning: B-2

The area contains mixed commercial uses, parking, and auto-related uses. Seven parcels are currently for sale along or adjacent to Boylston in this area. Redevelopment of these parcels would present an opportunity to encourage development compatible with the neighboring residential areas, the Fens, and Boylston's role as a boulevard.

7. Hospitals Laundry

Size: 67,359 square feet
Location: Triangular site at the corner of Ipswich and Lansdowne Street.
Bordered to the west by Fenway Park (Map 18)
Zoning: M-2

This property has been used by the laundry service serving the Longwood Medical Area. It has recently been purchased by the Red Sox. The laundry is planing to expand and move to Dorchester.

8. GBARC Building

Size: 40,000 square feet
Location: 1249 Boylston St., at the corner of Boylston and Ipswich Street.
Zoning: B-2

The building contains three floors of 10,000 square feet each, plus a basement of equal size (Map 17). Currently, it is owned and used by the Greater Boston Association of Retarded Citizens as a sheltered workshop and training facility for retarded adults. The property is for sale by GBARC which is planning to relocate elsewhere in the City.

9. Garage on Turnpike Air Rights

Size:
Location: to be determined
Zoning:

V. PLANNING ISSUES

Introduction

The preceding overview of the Fenway Kenmore district; its history, land use and development opportunities, provides a context for identifying planning and development issues. These issues establish a framework within which the community can identify and prioritize its concerns. From this process recommendations can be developed both for establishing guidelines for approval of development projects and for drafting recommendations for both interim and permanent zoning changes.

Parking

Because of the density of development in the Fenway/Kenmore Area, parking use, availability, and location have almost always been of critical concern. Although the study area has 7,507 parking spaces covering 27 acres, the demand exceeds supply. The heavy use of area parking by nearby institutions, and the seasonal demand for parking during Red Sox games strains the existing parking facilities. Parking availability for area residents and business is limited because of the large amount of parking leased by MASCO for Longwood Medical Area institutions. The situation is further worsened by the seasonal demand for parking during Red Sox games.

Some of the existing parking lots are located in residential areas, negatively affecting the residential environment. Other lots, located in the vicinity of Boylston Street, are unsightly and represent inefficient land uses. An important aspect of this issue is the increase in traffic that would be caused by increasing the capacity of the parking facilities.

Changing Commercial Uses

Fenway/Kenmore commercial uses are changing. Warehouse operations, manufacturing, and auto-related businesses have declined over the years and been replaced by health-related and entertainment uses. Some of these new uses include hospital administrative facilities, research offices and medical supply stores, reflecting the expansion of the Longwood Medical Area. In and around Kenmore Square, the number of liquor-serving nightclubs and fast food establishments has increased by roughly 25% over the past 15 years. The number of eating establishments along Massachusetts Avenue is also emerging as an issue. Care must be taken to maintain a healthy mix of businesses in Kenmore square and along Massachusetts Avenue; too many restaurants, nightclubs and bars may hurt the vitality of the commercial area.

The large number of properties proposed for redevelopment has the potential for greatly influencing future commercial use. Additional office and hotel uses have been proposed for these properties.

Inappropriate Zoning, Uses, and Heights

There are at least three types of zoning issues in Fenway/Kenmore:

(1) Placement or mapping of existing zones; (2) Heights and setbacks of buildings, and (3) Uses allowed within these zones. In some cases, land uses have shifted so that their existing zoning no longer reflects actual uses. Commercial uses may be found in a manufacturing zone, or primarily commercial area may be zoned for residential uses.

The existing zoning districts may not match the types of uses in an area or proposed buildings may not complement existing structures. For instance,

Lansdowne Street and Fenway Park are zoned "M", or manufacturing, even though entertainment is the predominant land use. While nightclubs are an allowable use in "M" districts, a "manufacturing" zone does not accurately reflect actual current uses.

Provision of Affordable Housing

Between 1980 and 1985, the number of housing units in the Fenway/Kenmore study area increased 4%. Within the West Fens alone, the number of units will increase 12.1% in 1987-88, from about 3,250 to 3,643. Even with these new units, however, there is additional land in the subarea which could be developed for housing. Care must be taken to ensure that new construction complements the existing buildings in the area, particularly with regard to height. Currently, there are no height restrictions in the residential areas. Also, provision should be made for the increased demand for parking which will accompany these new units.

The need for affordable housing in Boston is increasing and prices are out of reach for many Bostonians. The BRA has been actively supporting affordable housing in the Fenway/Kenmore area. In the West Fens alone, there are over 180 units of affordable housing in 4 separate developments which are either under construction or planned in 1988. Additional efforts will need to be undertaken to provide more affordable housing.

Open Space

Open space is an important consideration in Fenway/Kenmore. At 32 persons per acre, Fenway/Kenmore has one of the highest population densities in Boston's Planning Districts. Most of the Planning District is well served by

existing open space, particularly the network of parks in the Fens (Map 11). However, the northwest section of the Planning District is in need of additional open space.

Maintenance and security in the area's open spaces are major concerns of residents. A second concern is the lack of active recreation facilities such as basketball courts, tennis courts, softball and football/soccer fields. Area residents who do not have access to university facilities must rely on Lee Playground which has two basketball courts, a running track, a soccer/football field, and a softball field. With the exception of school playgrounds, Lee is the only resource for active sports in the study area. The fields and courts at Lee Playground are over-used by residents and sports leagues, as evidenced by the worn turf on the playing fields. Heavy use of Lee is compounded because some of the area universities use the community's recreational facilities, including Lee, as an extension of their campuses. Because it is part of Frederick Law Olmsted's "Emerald Necklace" of parks, preservation and maintenance of the Fens is a primary goal. One piece of the original Emerald Necklace is currently being used by Sears for parking. Returning this property to parkland is a high priority of the City.

Transportation

Fenway/Kenmore is the hub of several major arterial commuter routes which run through the study area. These routes include Commonwealth Avenue, Brookline Avenue, Boylston Street, Beacon Street, and Park Drive. Much of the peak-hour traffic congestion is caused by commuters traveling through the area on their way to other destinations.

In an effort to alleviate some of the current congestion, the Massachusetts Bay Transit Authority (MBTA) is considering a circumferential public transit line which could link Cambridge, Longwood, and South Boston. The completion of such a route is decades away, and meanwhile new development must be carefully planned to avoid aggravating the already congested traffic and parking conditions.

Major new commercial development is conditional upon improved access. Possible strategies for improving access including making Boylston Street and Brookline Avenue into a pair of one-way streets, constructing a Turnpike exit and/or entrance near Kenmore Square, expanding commuter rail access, and demolishing or redesigning the Kenmore Square bus shelter. Each of these strategies will require further analysis.

Pedestrian circulation and safety is a concern throughout much of the study area, and especially in Kenmore Square. Urban design guidelines for the busy commercial districts in the study area will need to address the issue of pedestrian access by encouraging a greater number of pedestrian amenities such as benches, street trees, well marked crosswalks, public telephones, and pedestrian signage.

Liquor and Food Service Licensing

Over the years, the number of liquor and food service licensed establishments has increased significantly. A study undertaken in 1973 expressed a concern over the number of liquor licenses in the area. At the time, liquor licenses appeared to be on the increase. By 1987, the number of liquor licenses had increased by 25% (Map 20). In 1987, 32 establishments in Kenmore Square were licensed to provide alcohol and/or food service. This increase reflects the growing number of restaurants with liquor licenses and take-out restaurants, not an increase in the number of nightclub, as was the concern in 1973.

Today, the location of nightclubs is a central issue. The addition of nightclubs along Lansdowne Street, which already has three, and turning the area into an "entertainment district" is a major concern. One of the properties owned by Boston University in Kenmore Square currently houses three nightclubs. BU has agreed to discontinue the nightclub use of this property by September, 1989.

VI. PLANNING OPPORTUNITIES FOR FENWAY/KENMORE

Introduction to the Community Planning Process

Boston is in the midst of an unprecedented community-based planning process. The Flynn Administration is dedicated to a balanced growth approach to economic development that is predicated on an open community planning process. The central premise of this approach is that all knowledge about what is best for the city does not reside with the government. Plans work best when they are fashioned by the community.

Simultaneously with the planning for the downtown, city representatives have been working with citizens/groups to develop specific neighborhood planning and zoning initiatives and to review major projects and land disposition policies. The community planning process gives special attention to each neighborhood, and provides communities with a significant role in shaping land use controls to meet the individual needs of their neighborhoods. This process involves interested citizens attending meetings with representatives of the BRA and other city departments.

Residents from Harborpark neighborhoods, Port Norfolk, East Boston, North End, Allston-Brighton, Roxbury, South End, West Roxbury, Jamaica Plain, and the Boylston Street area are working with the BRA and the Mayor's Office of Neighborhood Services on interim and final zoning plans that respond to particular issues raised by the communities. These issues include the need to protect residential areas from encroachment by commercial uses and the need to provide more open space and parking. Each neighborhood planning area is subdivided into districts to undergo more comprehensive review. Over the next

two years, major portions of neighborhoods across the city will be rezoned through the community planning process.

Rezoning in the neighborhoods may occur either through the Interim Planning Overlay District (IPOD) process, or through citizen-initiated proposals to directly amend zoning in the area. In many planning areas, the planning process begins with the appointment by the Mayor of an Advisory Committee as in the case of Harborpark, or in the case of Boylston Street by the official recognition of a Citizen's Review Committee (CRC) consisting of residents and local business leaders and property owners. The Mayor's Office of Neighborhood Services attends community meetings and provides organizational assistance. The BRA provides leadership in land use analysis and policy recommendations. After defining the geographical area of focus, the group then establishes goals and objectives for the area and issues to be addressed. The BRA then works with the designated community planning group to design specific zoning regulations to address these issues and to achieve the group's goals and objectives. Zoning regulations then are presented to the BRA Board and then to the Zoning Commission for adoption.

Not surprisingly, many of the neighborhoods are experiencing similar development pressures and planning concerns. Policy initiatives have been developed as concepts and then refined to meet the specific characteristics of particular areas. Among the major zoning concepts proposed in the neighborhoods are:

New Light Manufacturing Zone. Heavy industrial uses, such as factories, that are accompanied by noxious pollutants and heavy truck traffic are currently permitted as-of-right in heavy industrial zones. The new Light Industrial Zone would permit light industrial uses that maximize employment for Boston's residents and minimize adverse environmental effects and truck traffic.

Height Standards. Height standards send a clear signal to developers and the community on the growth and density that can be accommodated in an area; they also serve to direct growth to sites of greater capacity, as well as protect existing scale and character.

Boulevard Planning Districts. Boulevard Planning Districts (BPD) are major arterials and cross streets that serve as primary access to all areas of the community and contain uses that provide services to the community. Their visual prominence and importance to the economy and transportation system of the community require special studies as input to the revised zoning. Height limits, design guidelines, and use restrictions are important controls in BPDs. They assure that the future development compliments existing architecture, enhances the boulevards' visual coherence, and contains compatible uses.

Transportation and Parking Controls. New development must demonstrate adequate vehicular access and off-street parking. Three transportation and parking elements are needed: a Transportation Master Plan for the entire neighborhood, a Transportation Access Plan for individual projects, and an increase in Residential Parking Requirements.

Open Space Plan. With the increased population in many areas over the past fifteen years and opportunities for residential development on underutilized industrial sites, there is a growing need for increased quality open space. An open space plan developed during the interim planning period emphasizes the geographical and functional links of open space to historic neighborhoods, and to the existing open space and park system.

Institutional Master Plans. Institutions constitute a major part of the area's physical environs and contribute to the overall economic base as major employers of area residents. At the same time the continued expansion of the institutions and related pressure on the housing market and transportation and parking infrastructure is a major issue. Future institutional development must be planned within the context of the needs of the residential neighborhood.

Design Guidelines. The urban design of most neighborhoods incorporates a mix of architectural styles, but has a generally consistent scale. Neighborhood commercial centers have no clear identity nor do the buildings demonstrate any real standard in design. Design standards must be developed to protect the character of residential areas and historic structures, upgrade commercial centers and guide future development.

Boston's economy, fueled by over \$3 billion in private investment over the past three years, is driven by a great number of private choices revealed in the market place. An economy such as Boston's is most directly guided by zoning laws which establish clear ground rules for investors and provide opportunities to citizens to shape the policies that have an impact on their communities. This

contrasts with earlier approaches to economic development, such as urban renewal which rested the future of Boston's economy on a few public sector decisions.

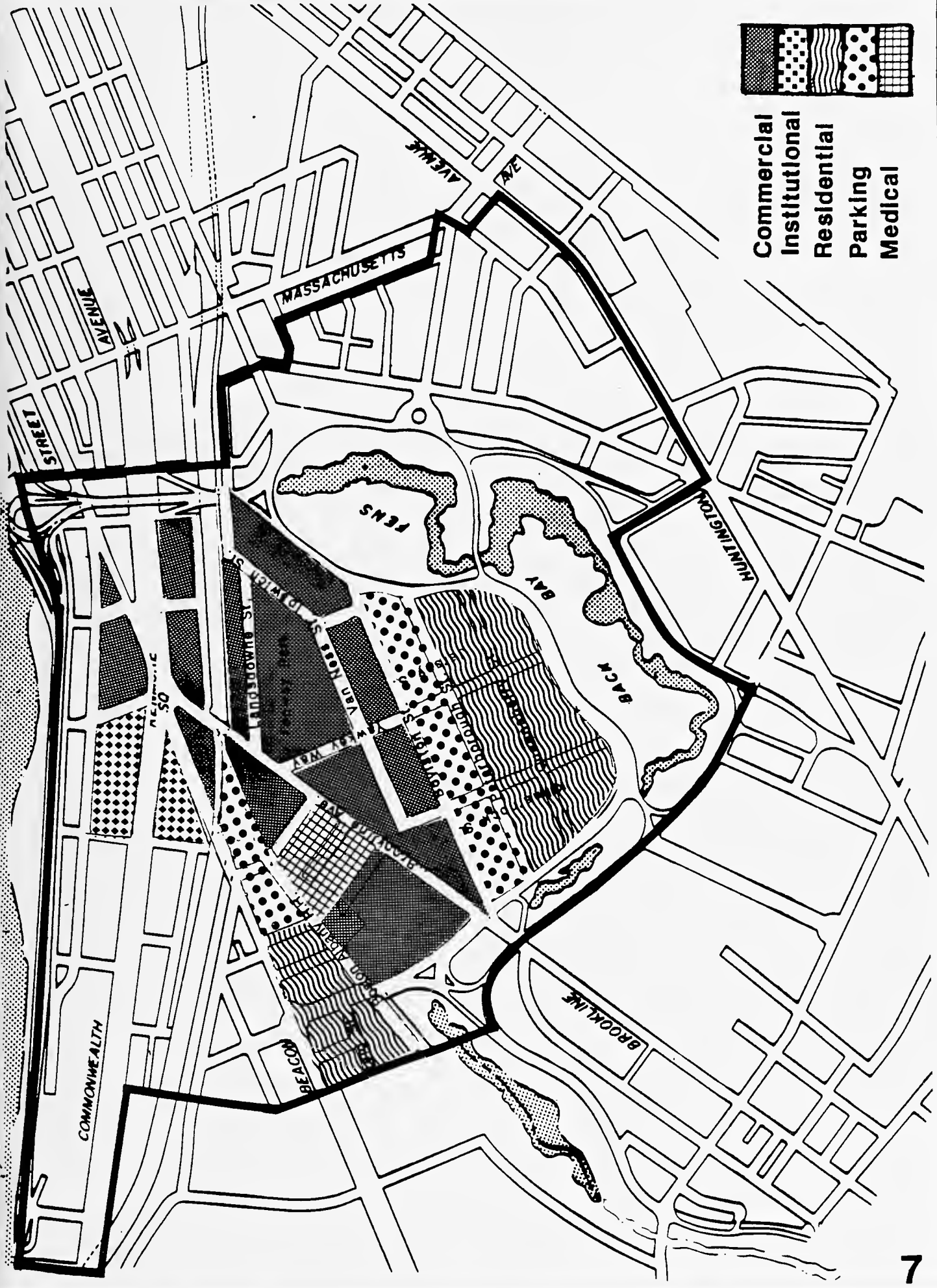
Today, portions of Boston that were not addressed through urban renewal are operating under obsolete zoning that, in many cases, has existed since 1915. Clearly these old rules do not respond to the land use pressures confronting each of Boston's neighborhoods. Neighborhood-based planning offers each community in this city immediate protection from growth pressures and allows communities to shape new ground rules themselves. This open, community-based process involves Neighborhood Councils, Planning and Zoning Advisory Committees, Project Advisory Committees, and neighborhood associations. However, the outcome produced by this community input is even more important than its form. By starting with zoning, communities develop a familiarity with complex land use issues, and acquire the ability to determine themselves lasting ground rules to government development in their community.

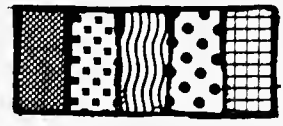
Interim Planning Overlay District (IPOD)

Old zoning regulations often do not serve the current needs of the neighborhood, and rezoning takes time. Therefore, the city has created Interim Planning Overlay Districts (IPOD) to ease problems caused by out-dated zoning. An IPOD is designed to allow comprehensive planning and zoning of a neighborhood in keeping with the community's needs.

An IPOD provides temporary zoning regulations for areas where the Zoning Commission has determined that current zoning may be inappropriate. For instance, an area zoned for business in the original code may have become residential over the years. An IPOD also provides a list of goals to be achieved in rezoning. An IPOD is not a moratorium on development, it only guides growth

along lines more acceptable to the community until new zoning regulations can be adopted.





 Commercial

 Institutional

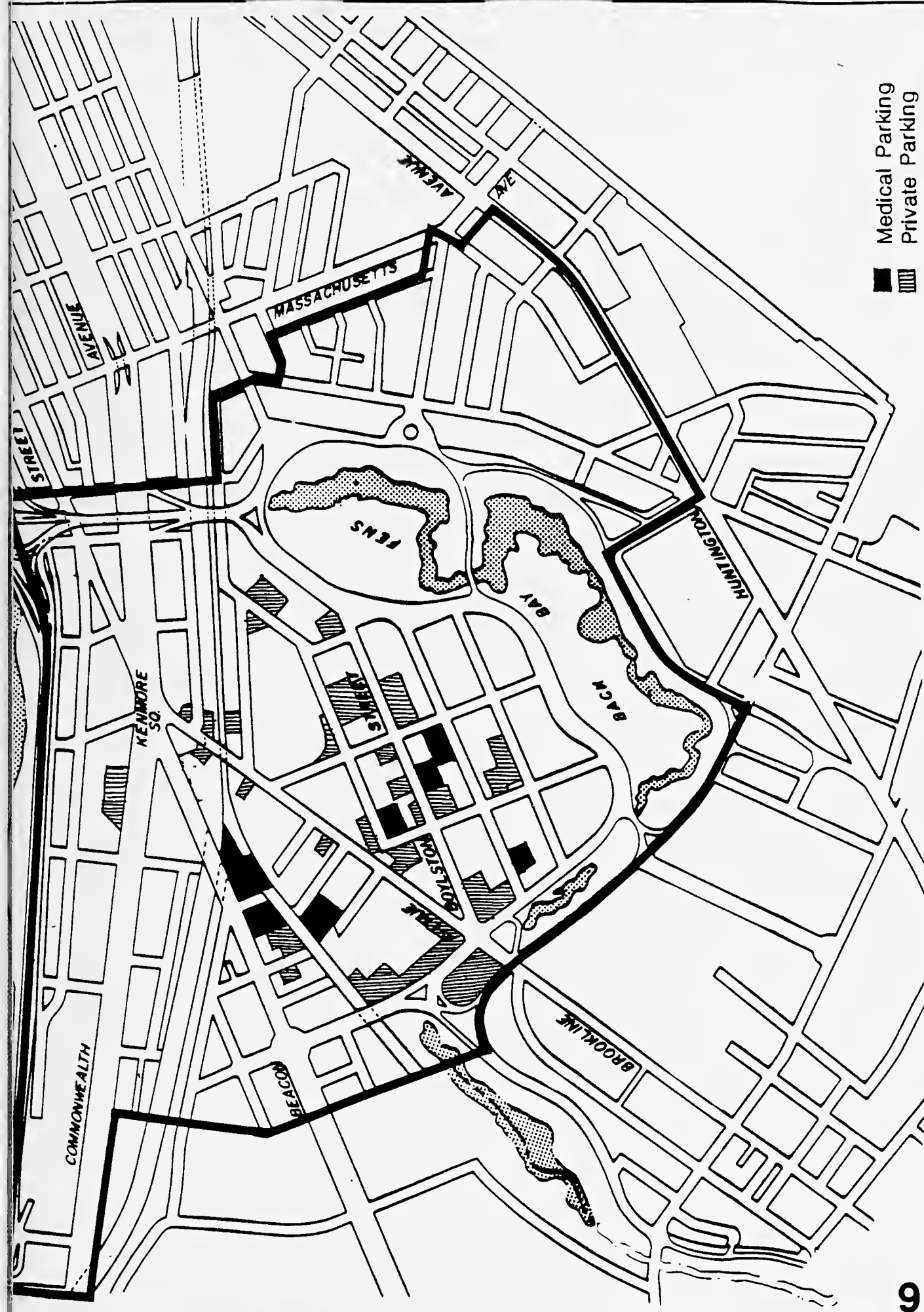
 Residential

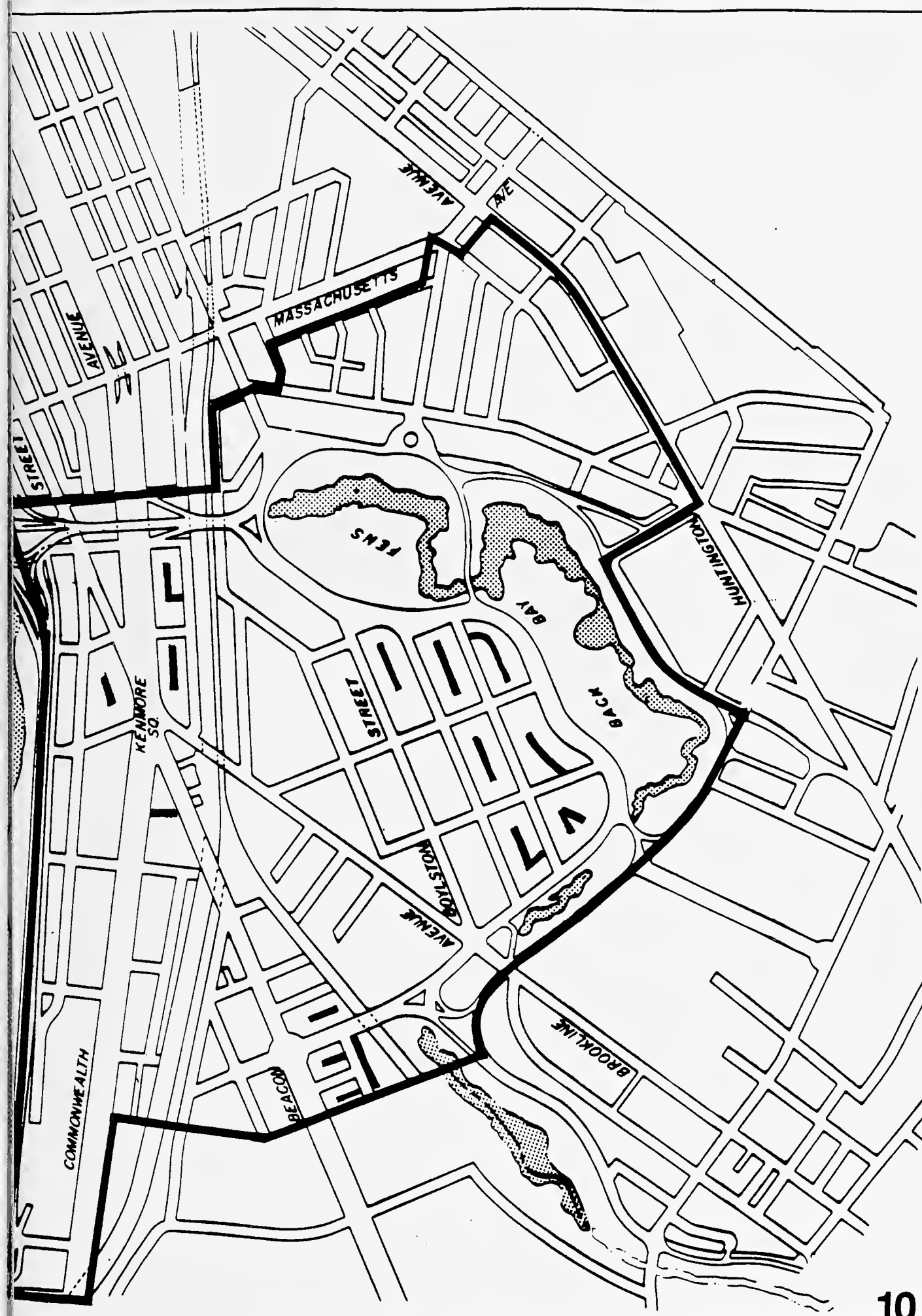
 Parking

 Medical





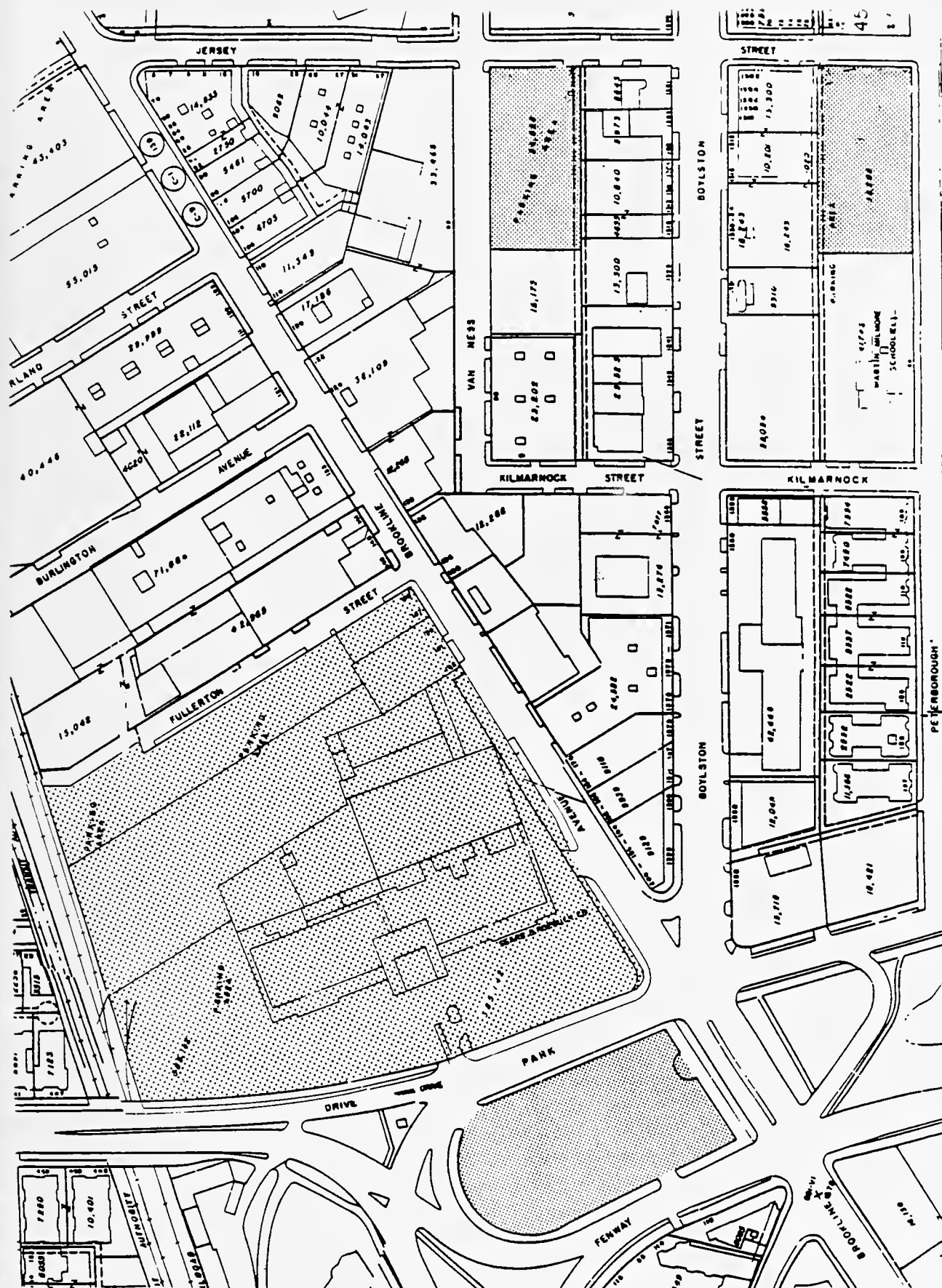


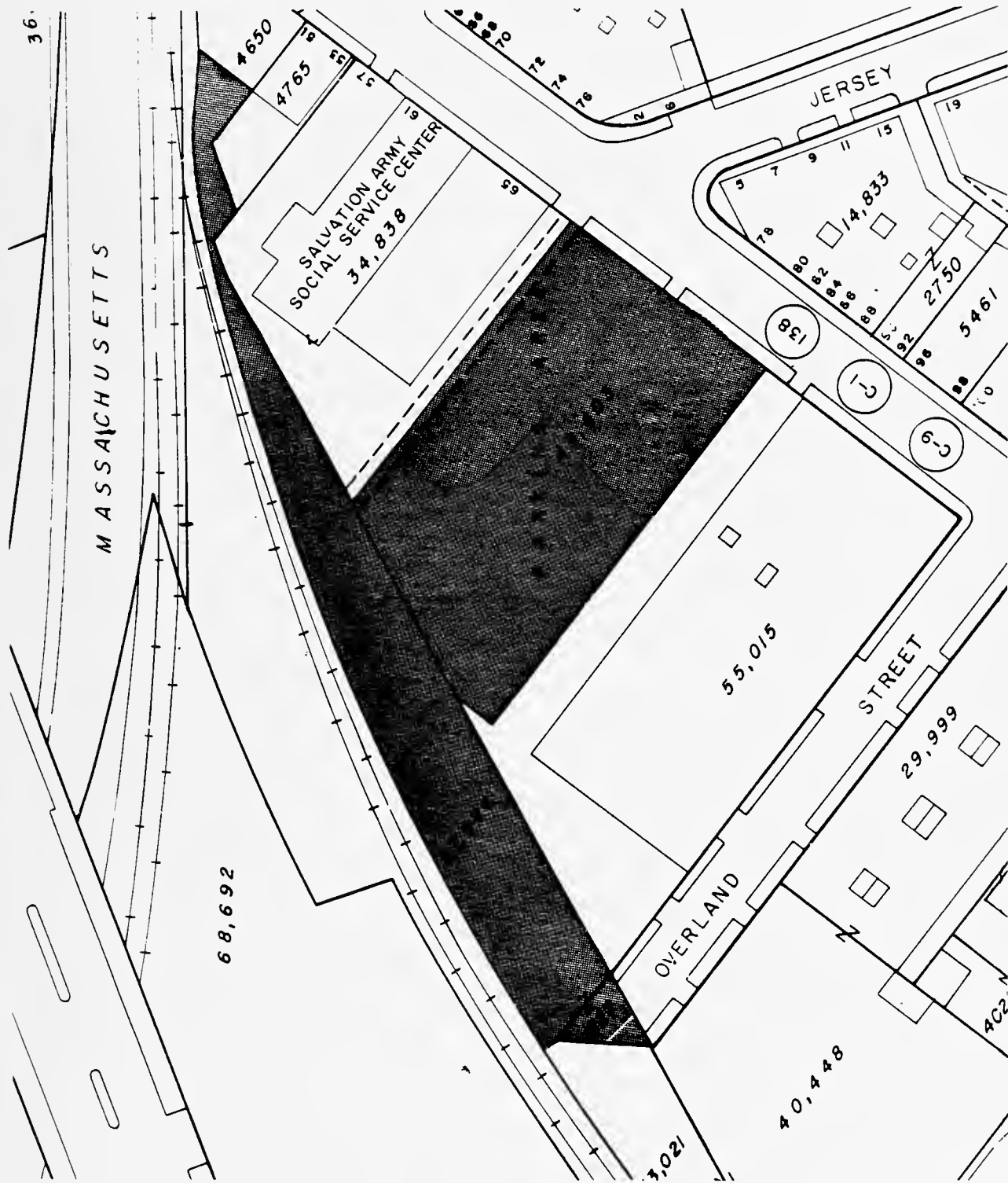


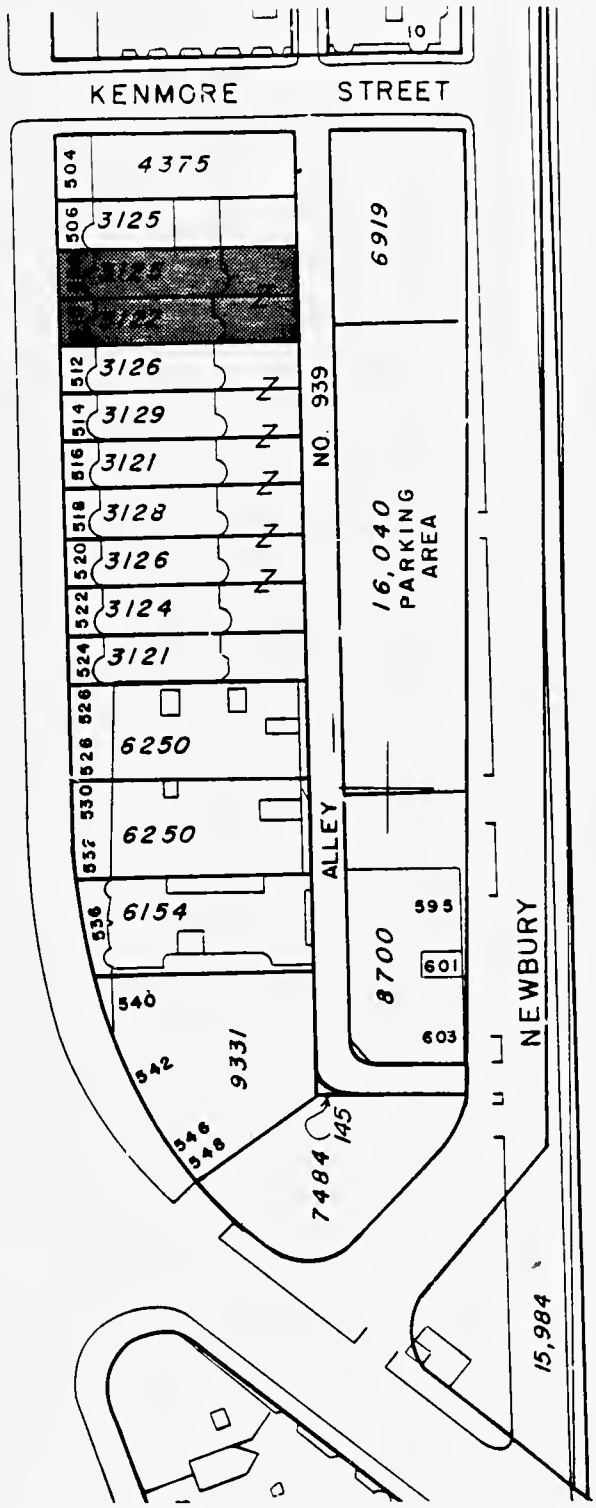
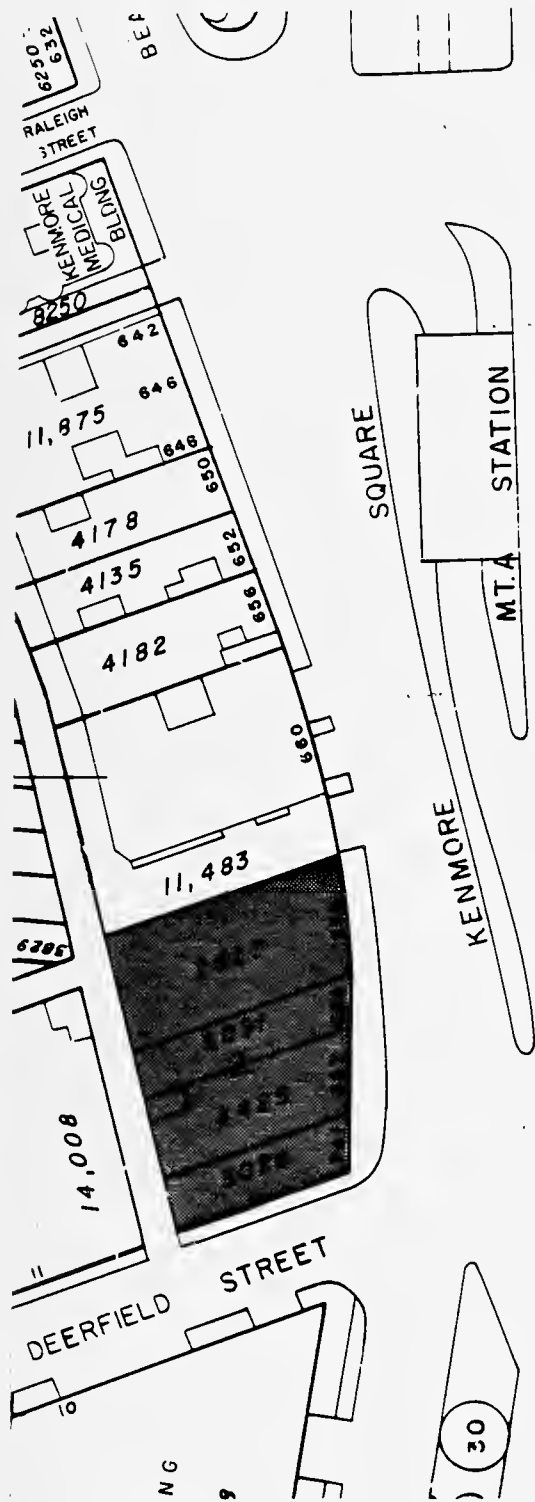
Residential Parking

FENWAY / KENMORE

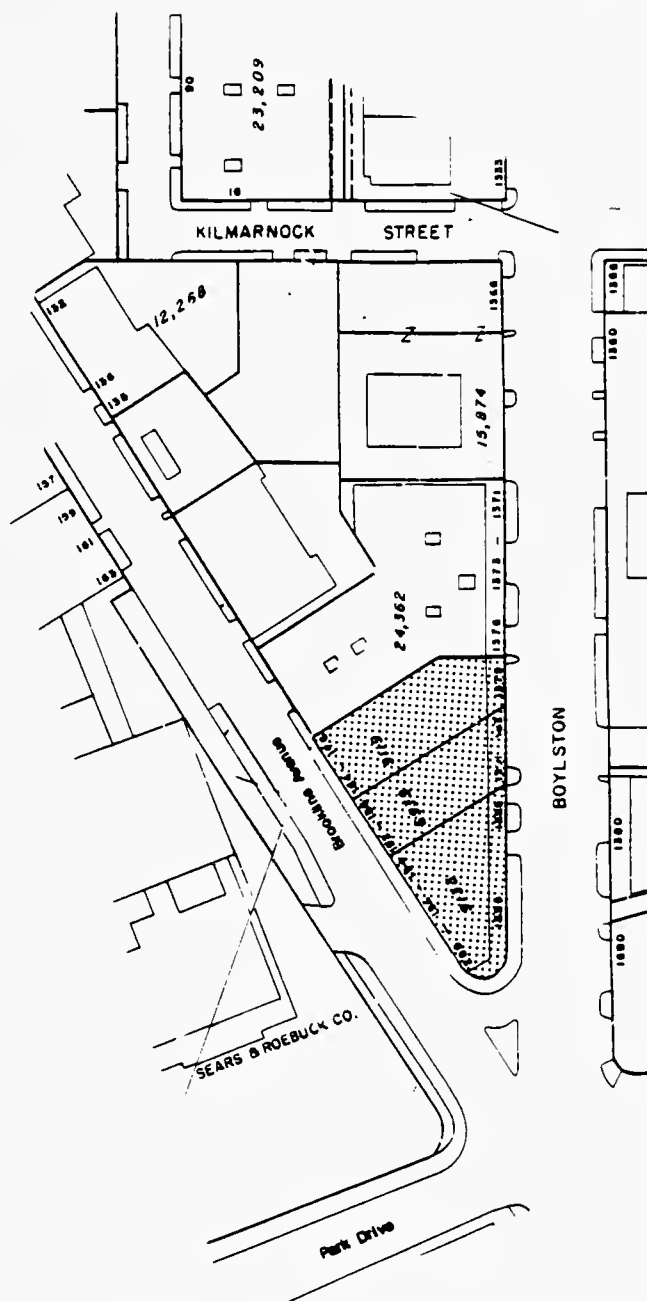


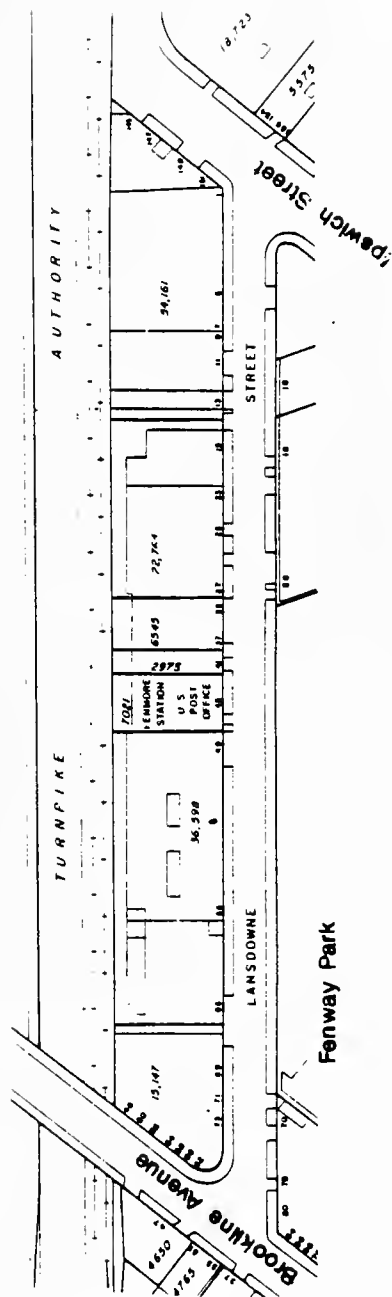


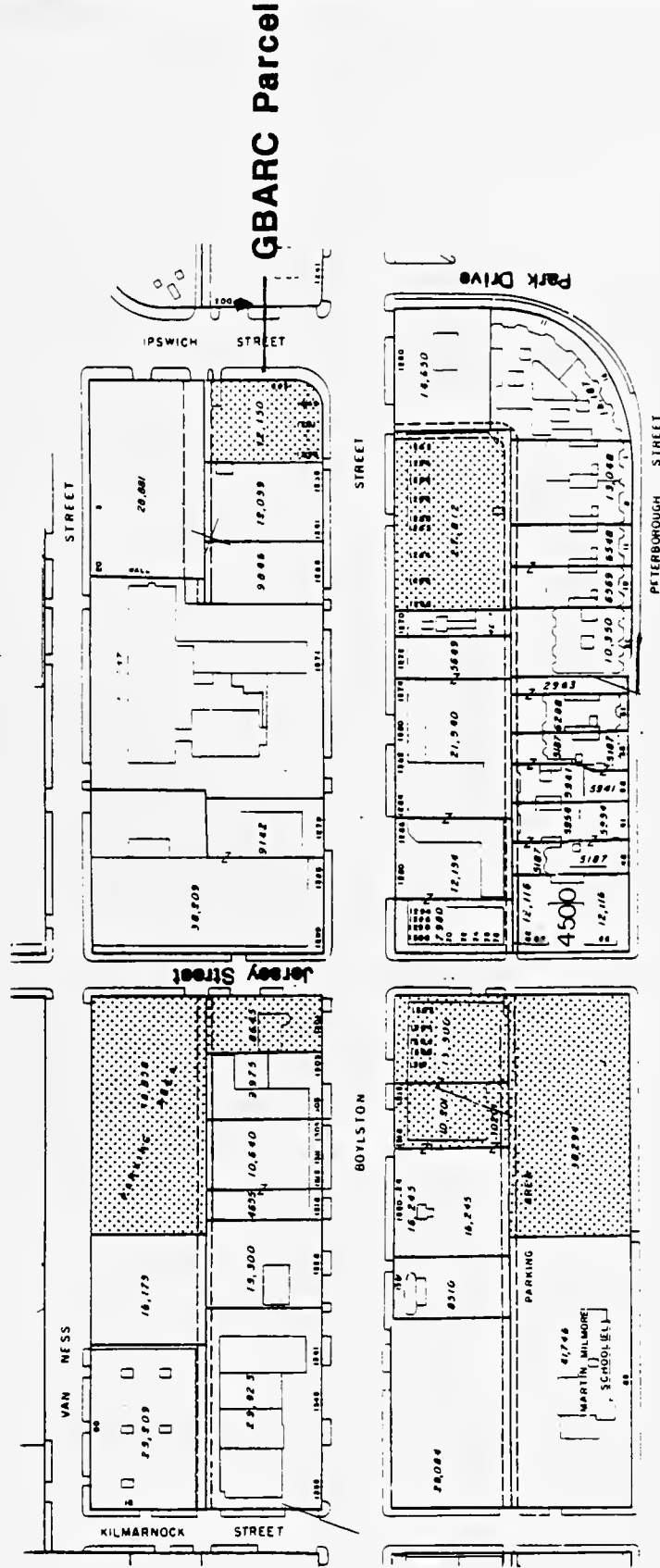


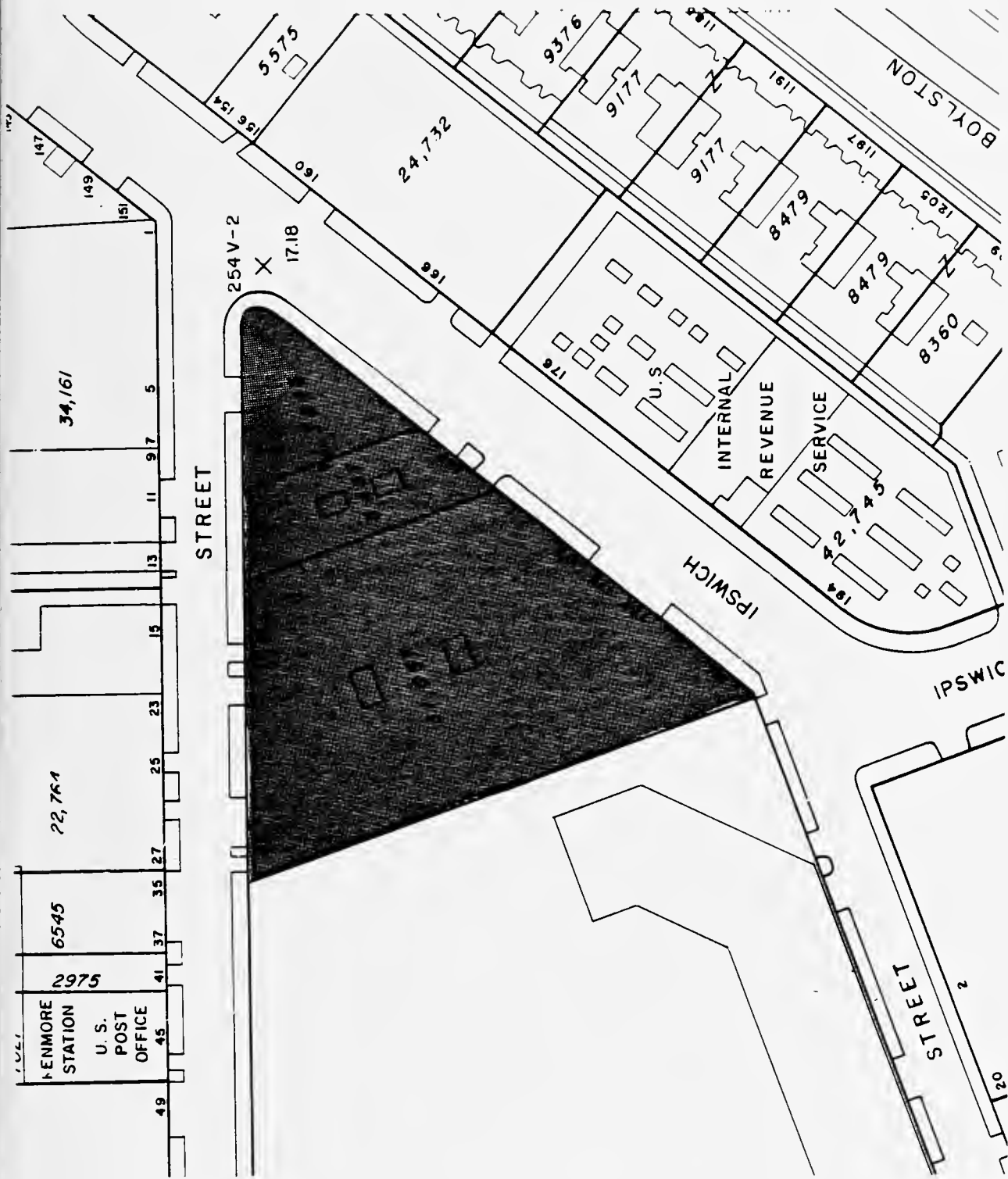


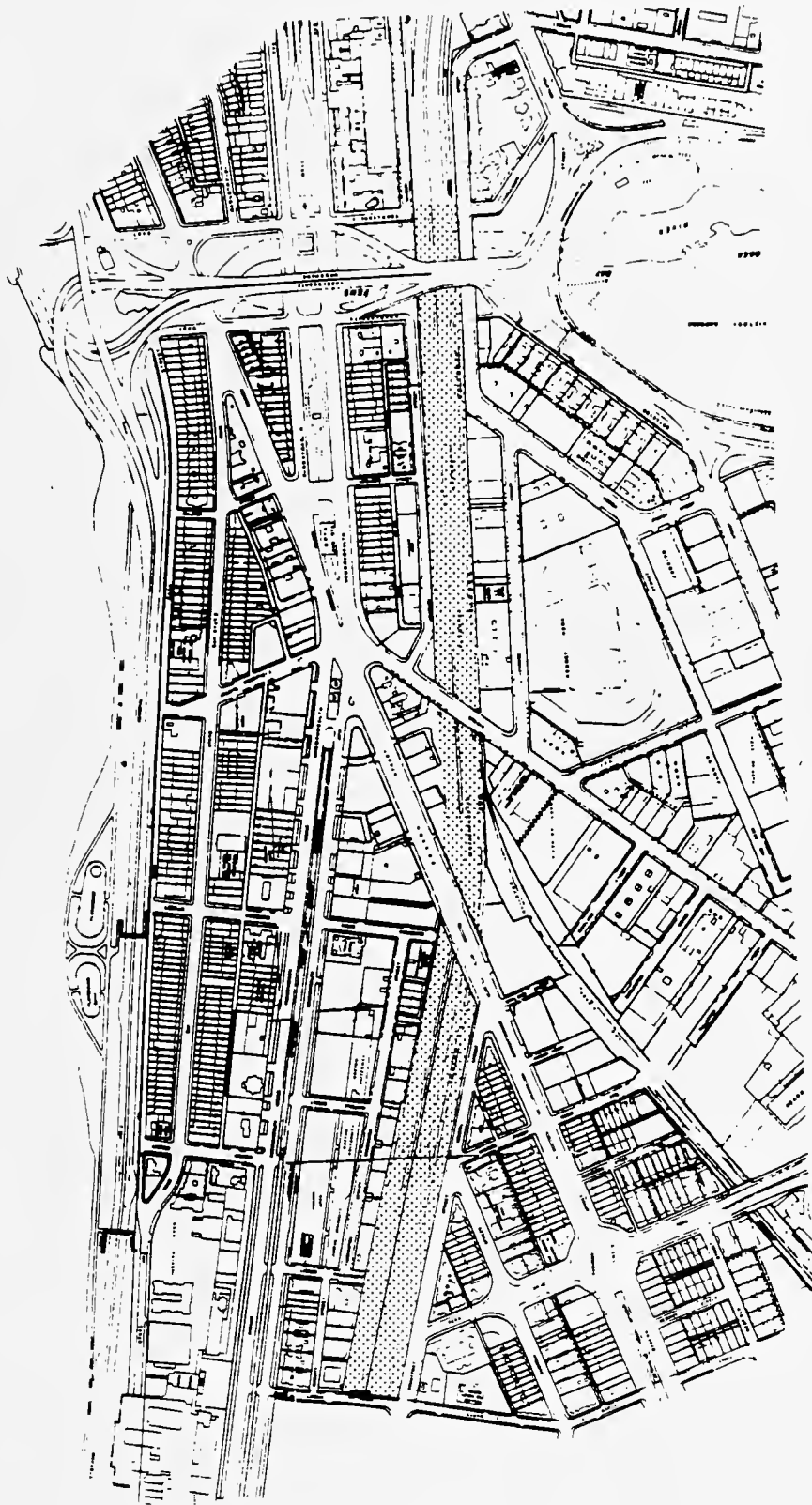
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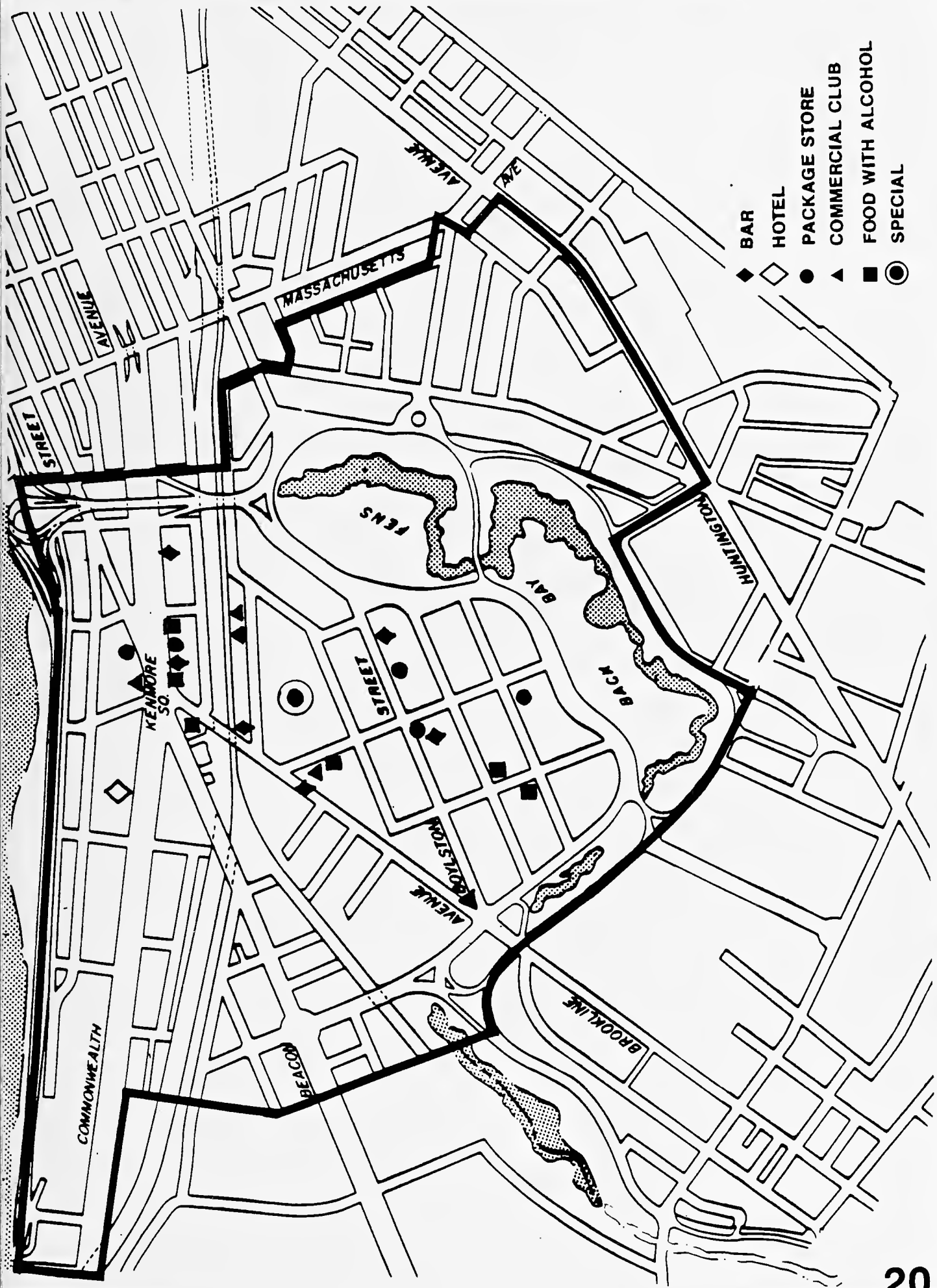






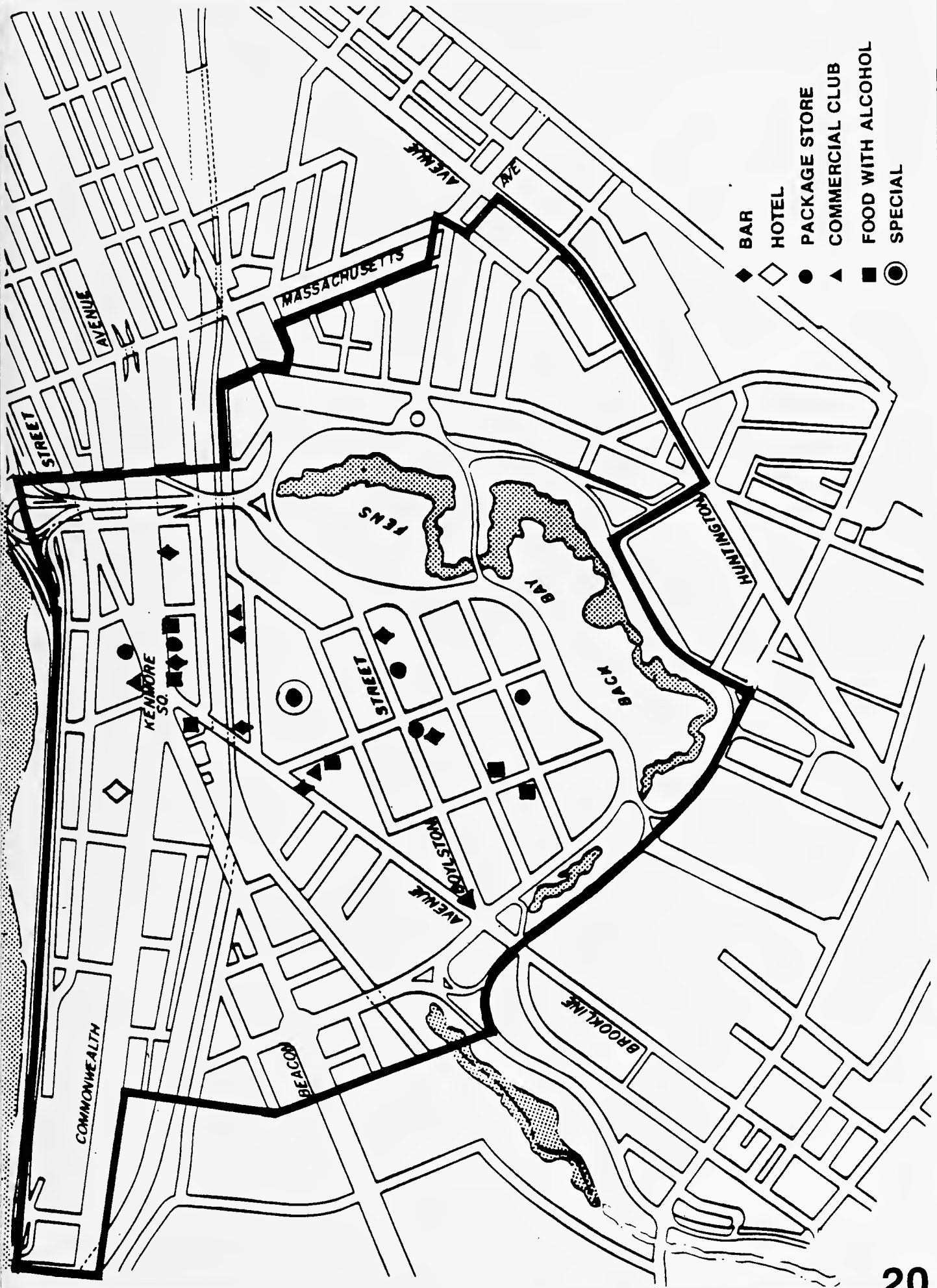






- ◆ BAR
- ◇ HOTEL
- PACKAGE STORE
- ▲ COMMERCIAL CLUB
- FOOD WITH ALCOHOL
- SPECIAL





- ◆ BAR
- ◇ HOTEL
- PACKAGE STORE
- ▲ COMMERCIAL CLUB
- FOOD WITH ALCOHOL
- SPECIAL



Age Composition of Household Population
1985 (in percent)

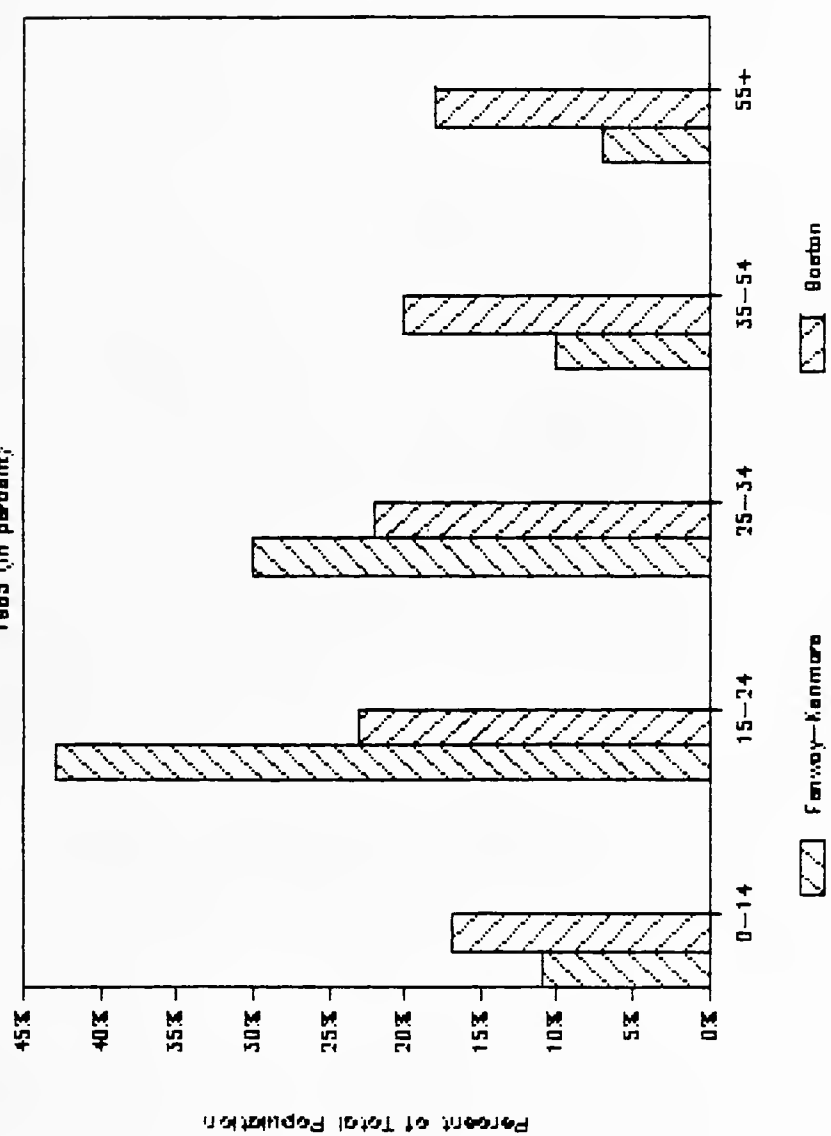


Chart 1



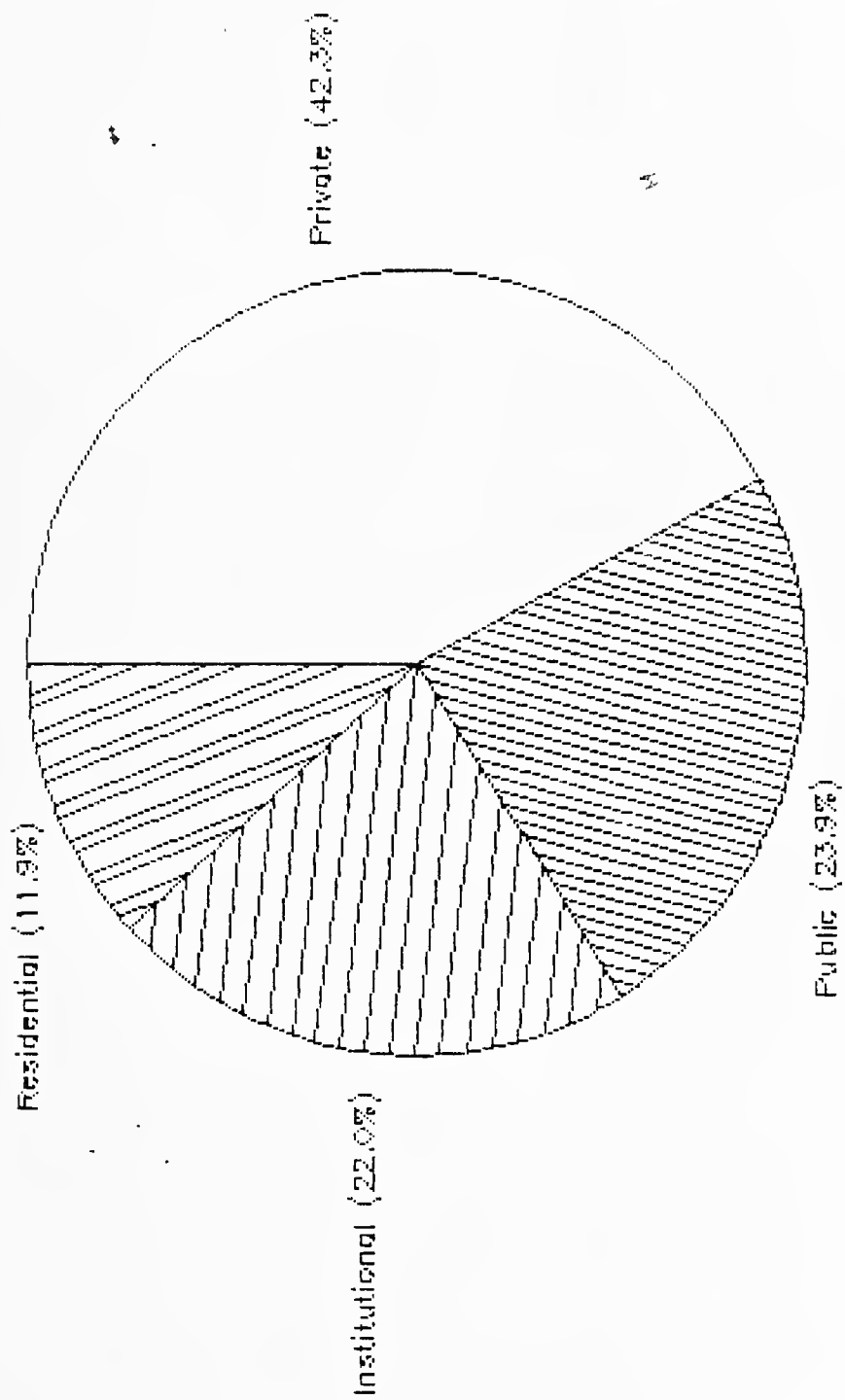


Chart 2



